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ABSTRACT

Ohio's state-operated/state-supported job training and work force development programs were reviewed in response to a legislative mandate calling for development of a plan for administrative consolidation of those programs under the control of a single state agency. The review included examination of the following: history of federal and Ohio job training and work force development initiatives; state-level administrative reform efforts; status of federal work force training reform legislation; and efforts to consolidate or coordinate job training and education in Washington, New Jersey, New York, Kentucky, Michigan, and Illinois. It was noted that, although a Governor's Human Resources Investment Council's task force recommended consolidating all work force development programs into a single state agency, it did not indicate how such consolidation would occur. It was concluded that Ohio's heavy dependence on federal mandates/funding has hindered reform efforts. The review of reform efforts in other states established that, to varying degrees, all six states used the following principles to consolidate/coordinate their work force readiness programs: state and local employment and training boards, coordinated funding, one-stop shopping, case management, and labor market information. (Appended is a chart summarizing statutory job training and work force development programs in Ohio. Contains 186 footnotes.) (MN)

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Ohio Legislative Service Commission

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Ohio Job Training and Workforce Development Programs— Administrative Consolidation

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The Legislative Service Commission authorized its staff to prepare and publish the report pursuant to the mandate of Am. Sub. H.B. 117 of the 121st General Assembly, but the Commission has taken no position in regard to the material contained in the report.

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EXECUTIVE SUMMARY

This report discusses state-operated or supported job training and workforce development programs. A mandate in the 1995-1997 biennial state appropriations act requires a legislative committee to inventory and examine such programs and recommend a plan of administrative consolidation under the control of a single state agency. This report is in response of that mandate.

Publicly funded and operated job training programs have existed for most of the 20th Century, generally initiated by the federal government. Federal efforts in job training have grown steadily such that by early 1995, 15 federal agencies operated or funded 163 separate job training and workforce development programs, with a total annual expenditure of around $20 billion. The single largest and most important of the federal programs is the Job Training and Partnership Act (JTPA). State government involvement in job training and workforce development also has been substantial. In Ohio, a recent study reports that for fiscal year 1991, Ohio state government operated or supported 51 separate programs (many are federally supported) administered by 15 different state agencies and utilized a total budget for that year of approximately $981 million.

The importance of job training and workforce development programs has increased steadily since the 1960's as a result of economic challenges to the once dominate U.S. economy. These challenges demonstrate the importance of a skilled workforce capable of operating in a changed business environment designed to help businesses maintain a competitive position within an emerging, unified global economy. Greater numbers of individuals now need the services of job training programs so that new entrants into the workforce possess marketable occupational skills and persons already in the workforce can upgrade existing or acquire different occupational skills as foreign economic competition has caused the loss of hundreds of thousands of well-paying, stable jobs. In the 1990's, this development has impacted even the heretofore secure "white collar" workforce.

Public job training and workforce development programs always have been criticized as ineffective, productive of only temporary or dead-end jobs, and a "waste of the taxpayers' dollar." A growing concern for the federal deficit coupled with efforts generally to reduce government spending and taxes has produced calls for some type of administrative reform and improved efficiency in the operation of such programs. Critics are contending that the numerous separate programs operate in a somewhat uncoordinated fashion, often serve overlapping purposes and clienteles, and have duplicative bureaucratic staffs. Many of the programs also lack effective measurement tools and data by which to judge programs' success in achieving the stated goals. Attempts at administrative consolidation are difficult because of perceived "turf battles" among program staffs and supporting interest groups which resist attempts to curtail, eliminate, or consolidate the various programs at the expense of their particular program.

Ohio state government long has operated job training and workforce development programs, but only recently undertook significant examination of them with a view to administrative reform. In 1991, the Governor reconstituted the Job Training Coordinating

Council created pursuant to JTPA into the Governor's Human Resources Advisory Council (GHRAC) and charged it with the responsibility for advising him on the policies, coordination, and evaluation of all workforce development programs in Ohio. GHRAC produced two documents: (1) *Windows of Opportunity* which was an attempt to catalogue all state-operated job training and workforce development programs; and (2) *Jobs: Ohio's Future* which proposed an integrated statewide training and workforce development strategy for the entire state. Both reports noted the extensive state involvement in job training and the possible duplication of effort but stopped short of offering any specific administrative reorganization plan or identifying a particular state agency to implement that plan.

In 1994, the Governor was allowed by recent amendments to JTPA to restructure GHRAC into the Governor's Human Resources Investment Council (GHRIC). GHRIC's responsibilities included advising the Governor and expanding upon and implementing the strategies laid out in the *Jobs* study. As part of its efforts, GHRIC appointed a Task Force in 1995, under the auspices of the Lieutenant Governor to identify opportunities to expand, consolidate, or eliminate job training and workforce development programs. The Task Force issued a report in January 1996 that inventories current state programs and evaluates them on the basis of certain stated criteria. One of the Task Force's recommendations is the consolidation of all workforce development programs into a single state agency. The Task Force, however, declined to identify any agency for that role or to indicate specifically how a consolidation would occur or what would be the practical results of a consolidation.

The fact that Ohio and the other states depend heavily upon mandates and funding from the federal government has hindered reform efforts. Workforce training reform legislation has been a part of the agenda of the 104th Congress since early 1995. After considering workforce training issues in-depth at the committee level, both the House of Representatives and the Senate adopted bills that would overhaul the federal system of workforce training programs. Both bills eliminate some programs and consolidate others, and establish block grants to the states. Though workforce training reform legislation initially had bipartisan support during the conference committee deliberations, that is no longer the case. The Workforce and Career Development Act, the conference committee's version of federal workforce training reform legislation, was approved by the committee on July 17, 1996, on a straight party line vote. Among other provisions, this version of the bill would consolidate workforce training programs into a single block grant. The conference report is not yet scheduled for a floor vote in either house. However, even if the report is enacted, it may not become law because the President has stated he will veto the bill in its current form.

Despite the lack of reform progress at the federal level, over the past several years some states have attempted administrative consolidation and reorganization of their job training and workforce development programs. This report examined job training and workforce development systems in six states (Washington, New Jersey, New York, Illinois, Michigan, and Kentucky). In each case, it was found that the job training and education programs of each state were fragmented among numerous agencies with inadequate overall coordination. In Washington, for example, 13 state agencies administer 43 different programs and in New York, 12 agencies administer 38 programs. Moreover, while these states spend hundreds of millions of

dollars annually on job training and education programs, it is almost impossible to determine whether these programs are yielding adequate or even appropriate returns.

Officials in these states identified several problems to improving coordination and integration of their systems. Usually, programs have different funding streams, budget cycles, and eligibility requirements. Any attempt to diminish funding for a particular program often is met by agency and stakeholder opposition; sometimes bureaucratic inertia exacerbates the problem. A significant portion of the funding for workforce development comes from the federal government and is subject to federal limitations thereby restricting states in their use of these funds.

Notwithstanding these problems, each state surveyed has attempted to create a system in which each job training and education program functions as part of a coherent system. Each state has a comprehensive plan that requires some level of collaborative planning within its workforce readiness system. There also is a public entity to administer the plan; these public entities include cabinet-level departments, independent agencies, and councils under the control of the state's governor. The states also have empowered local service delivery areas to administer job training and education programs in efforts to improve accountability and make the programs and services more accessible to both employers and workers. So far, however, no state successfully has consolidated its programs under a single state administering agency.

There have been efforts, however, to ensure that program participants do not have to deal with a multiplicity of government entities to obtain needed services. One of the most common approaches to integration in these other states has been the "one-stop shopping" concept. One-stop shopping involves the collocation of programs and services related to job training, unemployment, welfare, day-care, career counseling, job placement, labor market information, and other social services so that a person need access only one agency to obtain a multitude of information and actual services. States also are attempting to standardize the information requested from employers and workers and to develop common forms so that data obtained once from a client can be shared among many different service providers.

I. INTRODUCTION

The 1995-1997 biennial budget act for the State of Ohio requires the Legislative Service Commission to:

> . . . appoint a study committee composed of members of both houses of the General Assembly and both political parties to develop a plan to centralize into one state agency all of Ohio's state administered workforce development and job training programs. The committee may seek the advice of executive branch agencies. The plan should include:
>
> (A) An inventory of all workforce development and job training programs;
>
> (B) A structure for administering these programs within one agency;
>
> (C) A summary of procedures, timetables, and potential waivers by agency to consolidate program funding into one state agency.
>
> On or before September 9, 1996, the committee shall submit the plan to the Legislative Service Commission.[1]

In support of the legislative study committee deliberations, this staff research report discusses the development of job training and workforce development programs in the United States with special emphasis on the role of the federal government, which historically has been the principal motivating force behind most such programs. The criticisms and problems that now surround such programs also are identified. Subsequent sections discuss administrative reform efforts being considered or taking place in Ohio, current federal efforts to reform job training and workforce development programs in light of efforts to generally reduce government deficits, and workforce training and development reform activities undertaken by selected other states.

The staff report does not attempt a comprehensive inventory of existing workforce development and job training programs, although staff has prepared an inventory of those programs that have a basis in the Revised Code as an appendix to this report. As Section III of this report explains in greater detail, the executive branch of Ohio government has undertaken two separate inventories within the past four years utilizing greater resources than it would be possible for LSC staff to devote to the project. Even with those greater resources and longer time to complete the studies, the authors of those inventories admit to limited results. LSC staff believes that these inventories represent as accurate a picture of job training and workforce development programs in Ohio as can be produced. LSC staff could only marginally supplement these efforts while expending considerable cost in time and resources.

It also must be emphasized that the charge given to the legislative study committee is relatively narrow in scope-to select

[1] Amended Substitute House Bill 117 of the 121st General Assembly, Section 68.

a specific, single state government agency to which would be given, with some exceptions, administrative responsibility for all existing job training and workforce development programs operated in Ohio. Responsibility for current job training and workforce development programs currently is diffused throughout state and local government. Some of the perceived defects involved in such programs stem from this situation and might be ameliorated if all programs were under a single administrative entity. But, as subsequent sections of this report explain, the current debate as to the adequacy of public job training and workforce development programs includes criticisms that specific programs are ineffective, funding is inadequate to ensure success and not being used efficiently, no reliable performance measures exist for many programs, and many programs are duplicating efforts by serving identical clients.

Consolidation of all job training and workforce development programs into a single state agency could address some of the concerns expressed by critics of the current situation. A single agency should be able to eliminate duplication among programs, make more efficient use of available funding, and recommend the scaling back or outright termination of those programs that adequate performance measures (assuming that such can be developed) suggest are not working to meet announced goals. Administrative consolidation, therefore, could be a useful first step, but probably would not be a panacea for all perceived problems in this area. Of course, the success of even this first step requires that the agency assigned the responsibility will undertake a thorough and efficient assessment of existing programs and will take the necessary steps or will itself return to the General Assembly with recommendations for changes in laws to accomplish the final transformation of the disparate set of job training and workforce development programs into a coherent and efficient whole that meets the challenges for which the programs first were created. This staff report, therefore, while not ignoring the issues and criticisms surrounding the job training and workforce development debate, concentrates on the issue of administrative consolidation.

II. A Brief History of Job Training and Workforce Development, Federal Initiatives, and A Statement of the Problem

Throughout much of the 20th century, the federal government has been the prime innovator and financial supporter of job training and workforce development programs. State governments usually have been reactive to the federal initiatives and have accepted the dominant federal role and financial support. That support continues to the present, albeit also with increasing concern on the part of the federal government to ensure that the money made available to fund job training and workforce development is well spent in an era of governmental deficits and tight budgets.

Early federal efforts

Job training and workforce development have been public policy issues since the early part of the 20th century. In 1917, the federal government established several modest vocational education programs designed to improve the job prospects of those individuals who were subsisting at or below the poverty level.[2] During the Great Depression of the 1930s, the federal government created programs such as the Civilian Conservation Corps and the Works Progress Administration to offer public works project employment as a means of alleviating the substantial unemployment and resulting economic hardship then widespread throughout the United States. Although most individuals who found themselves unemployed continued to possess marketable job skills, the problem for many was an inability to find work at any wage level. The federal and state governments, therefore, focused not on training workers for new jobs but on helping the unemployed to bridge the unemployment gap until more prosperous times brought renewed employment opportunities utilizing their particular job skills.

In a more or less parallel but unrelated fashion, most states operated worker assistance and retraining programs of varying size and effectiveness throughout the first half of this century. Whether any of these programs worked or whether the federal efforts during the Depression would have worked became a moot point with the coming of World War II. The expansion of economic activity in support of the nation's global war effort had the effect of finding employment for almost anyone who wanted a job, regardless of formal training or job skills.

The post-World War II era as a watershed

The 25 years following the end of World War II witnessed the development of new and unsettling challenges to the United States economy and for American workers. At least initially, the economies of most of the major warring nations (and incidentally, most of the major economic competitors of the United States) either were severely damaged as in the case of Russia, Great Britain, and France, or totally destroyed, in the case of Germany, Japan, and Italy. Consequently, in the immediate post-war era, the United States possessed the only

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[2] Scott A. Liddell, National Conference of State Legislatures, *Racing with the World: How States Can Build a 21st Century Workforce* 20 (1994).

undamaged economic system and dominated world markets, which brought prosperity to United States businesses and an abundance of job opportunities. Nevertheless, by the 1960s, economic conditions again began to change, and several additional federal job training programs were established to help individuals who were unable to move into or maintain a position in the workforce.[3]

In 1973, Congress consolidated and reorganized several of these earlier federal programs into the Comprehensive Employment and Training Act (CETA).[4] CETA began on a relatively small scale and combined job retraining programs with a complementary public service employment program. States played a limited administrative role in the CETA program and served mainly as a conduit for channeling federal funds to the local organizations that actually ran the training programs. CETA was soon criticized for its expanding size and for the public sector job programs that were viewed as producing only dead-end, "make-work" jobs. Critics contended that these jobs simply contributed to individuals' continued dependency on what was supposed to be only transitional employment for program participants and that these participants would find themselves unemployed and unemployable once federal funds were withdrawn.[5]

[3] *See, e.g.*, "Manpower Development and Training Act," Pub. L. 87-415, 76 Stat. 23 (1962); "Economic Opportunity Act," Pub. L. 88-45, 78 Stat. 505 (1964); "Emergency Employment Act," Pub. L. 92-54, 85 Stat. 146 (1971).

[4] Pub. L. 93-203, 87 Stat. 839 (1970).

[5] LIDDELL, *RACING*, at 20.

New global economic challenges in the late 20th century

Criticisms of CETA, however, came amid an emerging, larger public policy debate over new problems developing for the once dominant United States economy and its workers. With substantial help from the United States, the various World War II combatants began rebuilding their ruined national economies—first Germany and the rest of Europe in the 1950s and Japan in the 1960s. Most recently, several of the traditionally "underdeveloped" nations have built themselves into economic "powerhouses" (e.g., the so-called Pacific Rim "tigers" of Korea, Singapore, and Taiwan) and into serious competitors of not only the United States but of all other nations. Coupled with this development is widespread, rapid, and continuing technological change. As the 21st century approaches, such change is a commonplace fact of economic life faced not only by nations, but by businesses, workers, and, ultimately, the marketplace consumer.

By the 1960s, international economic competition and the development of new technologies began producing severe distress within a number of American industries. During the next 20 years United States businesses that had enjoyed an unchallenged preeminence in their field faced strong and increasing competition from resurgent German and Japanese business rivals as well as from new businesses springing up in developing "third world" countries. Once-prosperous, domestic industries declined or, in some cases, disappeared altogether; lost also were the high paying, "blue collar," assembly-line jobs that such businesses typically offered to workers. With that loss went the economic security and prosperity of hundreds of

thousands of American workers (and their families) who saw careers come to a dead end and job skills rapidly become obsolete. Commentators and other "experts" within the academic and business communities began talking of a developing, unified "global" economy in which American businesses and workers now found themselves in competition with businesses and workers around the world and in which cheaper foreign-produced goods and lower wages easily might cause American jobs to evaporate.[6]

Today, even workers who remain employed are being told that they continually must upgrade their occupational skills as new technologies emerge to make old products in new ways. Failure to evolve may mean that an employer loses market share to a foreign rival that now produces the same product faster, cheaper, and with as good or better quality. The inevitable result often is "downsizing," "right sizing," or "restructuring" (popular economic "buzzwords" for the 1990s) or even outright closure of a business and resulting unemployment for all its workers.

Unemployed workers in the 1990s face problems different from those confronting unemployed workers during the Great Depression. Today, low skill, relatively high paying jobs no longer provide for the career needs of the part of the American work force that is unable or unwilling to acquire complex occupational skills. For most individuals, the "strong back, weak mind" approach to a job no longer seems a viable career option. Many unemployed persons possess job skills that are not in demand by employers, and, therefore, they have little prospect of obtaining a well-paying job in a different industry without upgrading their skills. Neither may those workers apply for work with another employer in their former industry, because the only "other" employers now may be located in some distant, foreign country and paying wages that are a fraction of what the displaced American worker previously earned.

As the 1990s progressed, continued global economic pressures have led to expansion of the categories of workers threatened by the obsolescence of their skills. At first, the downsizing and restructuring that began to occur seemed like many earlier periodic economic downturns in the American economy, and involved the loss of manufacturing and other types of so-called "blue collar" categories of employment. The earlier downturns had been periods during which there was a general contracting of business activity due to a variety of complex economic factors and produced higher rates of unemployment throughout the country. These "recessions," however, always were expected to be (and usually were) temporary. But as global economic competition has intensified, many American employers began undertaking additional downsizing and restructuring to the point where worker layoffs and the obsolescence of occupational skills has reached into the heretofore usually secure "white collar" labor force.

More recently, commentators and scholars investigating the problem have been promoting different business styles (e.g., Japanese "quality circles" and TQM-Total Quality Management) and new style business organizations (e.g., the high performance organization) as part of the answer to the perceived problems confronting the

[6] *Id.* at 1.

American economy.[7] Job training and retraining and workforce development are a component of that answer and have taken on added significance because the skills and versatility of the workforce needed to operate this new type of business structure are seen as critical to success. Also, there are critics who claim that the quality of American worker training and retraining systems is not up to the level of the education and training systems operating in countries like Japan and Germany.[8]

The Job Training and Partnership Act

Concerns with the quality of the results being produced by the CETA programs, led to the replacement of CETA, in the early 1980s, with the Job Training and Partnership Act (JTPA).[9] Currently, JTPA is the single largest federal job training and development effort. It differs from CETA in that it does not have a public works component and relies heavily on private business sector involvement through private industry councils (PICs). PICs are local organizations consisting of representatives of local government, business, and labor that are responsible for developing training programs and administering them within a specific geographic region ("service delivery areas"). Usually, there are one or more service delivery areas per state. A PIC may operate a program directly or may contract with a private provider to run the training program. PICs and service delivery areas that meet performance goals are rewarded by receiving more federal money; those that fail receive less.

The JTPA also utilizes state governments in an oversight role through a "state coordinating council" for each state. State involvement also is ensured because the federal act permits states that require legislative authorization of funds spent by the executive branch of the state to place the JTPA effort in that state under state fiscal review. State legislative involvement also is possible because, in some states, members of the state legislature sit on the coordinating council of that state. The coordinating council is charged with overall planning and coordination for the entire state in the same manner as individual PICs oversee a single service delivery area.

While JTPA is the largest single federal workforce training and development initiative, with an annual budget of over $4 billion, the federal government operates or provides funding for other workforce training and development efforts through several federal agencies. In testimony before a congressional committee, an official of the watchdog federal Government Accounting Office (GAO) reported that, as of February 1995, GAO identified 163 separate federally funded workforce training and development programs being administered by 15 separate federal agencies, with a total annual budget of around $20 billion.[10]

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[7] *Id.* at 20.

[8] *Id.* at 3-8.

[9] 96 Stat. 1322 (1982), 29 U.S.C.A. §§ 1501 to 1792b.

[10] *Multiple Employment Training Programs: Major Overhaul Needed to Create a More Efficient Customer-Driven System, Testimony before the House of Representatives Subcommittee on Post Secondary Education*, GAO HEHS-95-70 (Statement of Clarence C. Crawford, Associate Director for Education and Employment Issues, Health, Education, and Human Services Division).

Most of the federal programs are centered in what seems to be logical locations such as the United States Departments of Labor and Education. Surprisingly, however, other programs are operated by agencies like the Departments of Defense and Justice.

JTPA has not been without its critics. They claimed that coordination between service providers did not occur, too many participants were being trained for dead-end jobs, and there was an overemphasis of on-the-job training rather than formalized, classroom "training." In response, Congress enacted a series of major amendments to JTPA in 1992. These amendments sought to accomplish the following: (1) ensure greater coordination between the bureaucratic structures that operate the JTPA programs, (2) place limits on the duration of on-the-job training for trainees, and (3) place restrictions on the use of on-the-job training for youths who are not in actual school attendance. Under the revised program, these youths eventually must enroll in a degreed educational program or its equivalent. The 1992 amendments also encourage states to establish human resource investment councils charged with overall planning and coordination of all training and welfare activities within a state. In recognizing that the imparting of only job skills might be insufficient to guarantee success, the 1992 amendments also stress the role of so-called "supportive services" to enable trainees to successfully complete training and secure productive employment. It seems too early to tell if the reform efforts are succeeding.

In parallel fashion to the federal effort, 46 states currently operate some form of job skill training programs.[11] No reliable figures exist for the total amount the states spend out of strictly state or local moneys. If the experience of Ohio is any guide, the total amount must be substantial. In Ohio, a recent study done cooperatively by several state agencies identifies 51 separate programs being operated by 15 different Ohio state agencies. In fiscal year 1991, those agencies and programs spent roughly $981 million.[12] That study will be discussed in greater detail in Section III of this report.

Statement of the problem

One of the major problems with current workforce development systems is simply that there seems to be no consensus as to what is meant by the terms "job training" and "workforce development."[13] Historically, the federal government operated "job training" programs designed to impart occupational skills to new or displaced workers. More recently, however, the terms "workforce development," "workforce readiness," and "workforce training" have found their way into the language of the debate in recognition that the problem of unemployable or displaced workers requires more of a solution than just teaching such individuals new or changed job skills. "Workforce development" is a more expansive definition that subsumes "job

[11] LIDDELL, *RACING*, at 16.

[12] OHIO BUREAU OF EMPLOYMENT SERVICES, *WINDOWS OF OPPORTUNITY*, A DIRECTORY OF WORKFORCE DEVELOPMENT PROGRAMS IN OHIO, Governor's Human Resources Advisory Council 3 (May 1992).

[13] *Multiple Employment Training Programs*, at 1; *see also* KARIN MCCARTHY AND REBEKAH LASHMAN, *WORKFORCE DEVELOPMENT: BUILDING STATEWIDE SYSTEMS*, National Conference of State Legislatures and Jobs for the Future 19-20 (May 1994).

training," includes programs that provide basic education, vocational assessment, job placement, career counseling, and work experience,[14] and includes "related" programs, that, while not directly designed to upgrade a person's occupational skills, are nevertheless a necessary aid to workers to retain employment. Included in this last category, for example, would be day-care programs. The most expansive definition of "workforce development" includes the entire menu of industrial and business development programs, tax credits, and similar programs designed to improve the business climate and to create job opportunities.[15]

Publicly funded job training and workforce development programs have received much criticism that individual programs do not work and are a waste of taxpayers' dollars. Several recent studies, highly critical of the whole array of federal and state programs, conclude that these programs waste public money because much of the training offered through a public program is of a type that the displaced worker would acquire on his own or that the employer, in need of workers with a particular skill, would pay for.[16] Those critics advocate focusing more attention on imparting basic skills of reading and understanding directions, communication, and positive work habits.[17]

New to the debate is the claim that the total collection of programs, rather than just being failed solutions to a problem, have themselves become a problem. An increasing number of politicians, administrators, and scholars claim that there exists a broad consensus on the scope of the problem of unemployable workers who possess no or obsolete job skills and the concrete steps that need to be taken to remedy the situation.[18] But, as the size and sheer number of the various job training and workforce development programs have increased, there is concern about the efficiency and effectiveness of the total mix of programs. The states' workforce readiness systems are labyrinths of specialized job training and education programs targeted at specific populations, with each program usually having different administrators, policies, goals, participation criteria, funding streams, and reporting requirements.[19] Often, the maze of programs is as difficult for the actual government providers of services to navigate as it is for those the system is designed to serve (i.e., workers and employers). As one study put it:

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[14] BUREAU OF EMPLOYMENT SERVICES, *WINDOWS OF OPPORTUNITY*, at 1.

[15] *See, e.g.*, GOVERNOR'S HUMAN RESOURCES ADVISORY COUNCIL, *JOBS: OHIO'S FUTURE*, CREATING A HIGH PERFORMANCE WORKFORCE FOR OHIO (1992; revised June 1993).

[16] Jonathan Walters, *The Truth About Training*, *GOVERNING*, at 32-35, March 1995.

[17] *Training and Jobs: What Works?*, *THE ECONOMIST*, at 19-21, April 6, 1996.

[18] MCCARTHY AND LASHMAN, *WORKFORCE DEVELOPMENT*, at 19.

[19] *See, e.g.*, JOHN D. PERRY AND JOHN CARROLL, *CREATING A VISION: THE WORKFORCE PREPARATIONS SYSTEM OF THE FUTURE*, New York State Job Training Partnership Council 27-29 (February 1990) (describing barriers to collaboration in New York's workforce readiness system).

> The nation's current workforce development structure is not a system but a patchwork of programs and services, the result of federal and state governments addressing labor market problems individually and reactively, rather than systematically. The result of this hodgepodge is that states struggle with a quagmire of programs, policies, funding streams and cycles, and reporting requirements.[20]

Speaking specifically to the effectiveness of the mix of federal job training initiatives, Clarence C. Crawford, Associate Director for Education and Employment Issues of the Government Accounting Office stated to a subcommittee of Congress in 1995 that, under the current system, many programs target the same clients, offer similar assistance, and share the same goals, yet deliver these services through separate administrative structures. In his view, this is inefficient, costly, and it produces a system that is confusing and frustrating for the clients, employers, and administrators. Gains in solving the problems of unemployed and unemployable workers are being viewed as modest at best. As do other critics, Crawford sees diffused responsibility, a complex flow of funds, and a multitude of eligibility requirements, service providers, and types of services as problems impairing the effectiveness of job training programs. These perceptions are causing employers, who are expected to participate in the job training and workforce development programs, to become discouraged.[21] This has led to a more active avoidance of the programs by some employers. Crawford also pointed out that, usually, agencies lack adequate measures to track program participation and effectiveness and thus are unsure of program effectiveness.[22]

Job training and workforce development programs are now quite expensive, and in an era of tight federal and state budgets, a cause for concern.[23] Duplication of effort is less tolerated by legislators and the public. Such duplication at the federal level often has a parallel at the state level. One cited example involves a JTPA program that provides program funds to about 630 service delivery areas. Concurrently, however, other federal programs such as JOBS (Job Opportunity Basic Skills) and the federal Food Stamp program also fund numerous local but different entities to administer their aid often using local, county-run welfare offices or local employment service offices.[24]

Over the years, there have been efforts to consolidate and coordinate job training and workforce development programs. CETA was one such effort. JTPA is another, and that statute is full of statements about what should be the goal of program providers and of the states to ensure that coordination takes place. Despite such wording placed in the federal statutes, there are no specific directives in the statutes to

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[20] *Id.* at 9.

[21] *Multiple Employment Training Programs*, at 3.

[22] *Id.* at 1.

[23] LIDDELL, *RACING*, at 17.

[24] *Id.* at 3.

indicate how the goal of coordination might be accomplished.[25] The continuing large number of programs that now exist at the federal and state levels are testimony to the relatively minimal success at program consolidation and coordination. Failure to coordinate related employment programs with one another or with related economic development and human service programs constitutes one of the oft cited reasons for ineffective human resource policy and administration.[26]

Program consolidation and coordination efforts that have been attempted have produced what one writer has characterized as a second tier problem—i.e., "turf battles."[27] Administrators and interest groups tied to the existence of various programs have all fought for the preservation and continued independence of their particular program and resisted any effort to reduce or eliminate it. One observer reporting on a recent conference on the subject hosted by the RAND corporation expressed the opinion that:

> The work-force development legislation in the congressional conference committee [see Section IV of this LSC report] could worsen the competition among bureaucracies. A work-force administrator commenting on this at the RAND conference said, "It may become even more difficult for states to integrate their employment, education and training programs in the future, because all state agencies will be competing for the new federal grants. Even some agencies currently not operating work-force development programs will try to get a piece of the new block grants."

And that means it will not be easy for state and local lawmakers to move forward and integrate their states' disparate employment, vocational education and job-training programs into a comprehensive system that can move significant numbers of people into the economic mainstream.[28]

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[25] *Id.* at 32.

[26] CARL E. VAN HORN, KEN RYAN, AND WILLIAM TRACY, WORKFORCE FUTURES: STRATEGIC PLANNING IN THE STATES (Research Rep. No. 89-06), Nat'l Commission for Employment Policy i-ii (February 1990).

[27] LIDDELL, *RACING*, at 29.

[28] Howard A. Moyes, *Job Training That Works*, *STATE GOVERNMENT NEWS*, The Council of State Governments, at 23-25 (June/July 1996).

III. Job Training and Workforce Development in Ohio and Administrative Reform Efforts

Ohio state government long has operated a variety of public job training and workforce development programs. Among the earliest that continue in existence are the Ohio Apprenticeship Council, which registers approved apprenticeship programs operated by labor unions, or jointly by labor unions and businesses, and the Ohio Industrial Training Program (OITP), which offers to businesses customized employee training programs to upgrade the occupational skills of the employees. In 1996, there are 71 separate references in state law to job training and workforce development programs the responsibility for the administration of which rests with a collection of different state agencies and numerous local units of government (see Appendix). The programs identified include those that most people commonly identify as job training programs, such as the Apprenticeship Council and the OITP; programs that offer tax credits and other incentives to businesses to create jobs or upgrade an existing workforce; and specialized training programs where the motive is not to impart marketable job skills to individuals but to meet some highly specialized employer need, such as the Secretary of State's program to educate members of boards of elections about their duties and election laws.[29] The list in the Appendix to this report does not encompass all the job training and workforce development programs in Ohio. Many of the most important programs operating today have their genesis in federal enactments that require only an executive order by the Governor to effectuate state participation in the program. Consequently these programs cannot be discovered only by a search of state law.

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[29] The list of programs generated in the Appendix does not coincide with the listing developed by two other recent studies (*Windows of Opportunity* and the *Job Training Task Force: Report and Recommendations*) to be discussed in more detail later in this Section. This does not mean that any of the studies are necessarily "wrong" or incomplete. As was mentioned in Section II of this report, the issue revolves around how one defines such phrases as "job training," and more importantly, "workforce development." The listing in the Appendix is intended to be very broad and includes many programs that most persons would say do not fall into the job training and workforce development category. Accordingly, any future evaluation of programs with a view to administrative consolidation very likely would eliminate many programs in the Appendix as irrelevant or inappropriate for inclusion in a proposed reorganization plan.

Despite the creation of a large number of state and federal job training and workforce development programs since World War II, there is no evidence that state government, or anyone else for that matter, undertook any significant effort to study the issue of administrative efficiency and program coordination. When first enacted in 1980, however, the federal Job Training and Partnership Act (JTPA) included a requirement that any state wishing to receive federal funds under the program create a "state job training coordinating council." One of this council's duties was to oversee and coordinate all job training programs as well as advise the state's governor and state legislature.[30] Governor Richard Celeste appointed the first Ohio Job Training Coordinating Council shortly after enactment of JTPA in 1980 to oversee the state's efforts relative to the JTPA programs as well as those programs involving the Ohio Bureau of Employment Services.[31] Throughout the 1980s, the Coordinating Council functioned as a receiver of federal funds and advisor to local Private Industry Councils (as mandated by the JTPA) that administered local service delivery areas. There is no indication, however, that the Council undertook any systematic examination of job training and workforce development programs or made any major administrative reorganization recommendations to either the Governor or the General Assembly.

[30] 29 U.S.C.A. § 1532 (b).

[31] The Governor created the Coordinating Council under the general authority given to the Governor in Ohio law to create various entities within state government by executive order that will qualify the state for participation in federal programs. Ohio Rev. Code § 107.18.

Governor's Human Resources Advisory Council

In April 1991, utilizing the relatively broad discretion JTPA gives to a state's governor concerning the structure of the state coordinating council, Governor George Voinovich changed the name of the Ohio Job Training Coordinating Council to the Governor's Human Resources Advisory Council (GHRAC), expanded its membership, and assigned it broader duties relative to job training and workforce development.[32] The restructured Advisory Council consisted of 21 representatives from business, labor, the education community, and state government. GHRAC retained its coordinating duties under JTPA but also was charged by the Governor ". . . to advise him on the policies, coordination and evaluation of all workforce development programs in Ohio[,]" to ". . . review all job training and jobs programs funded by federal and state government, and to determine the most cost-effective way to use this money."[33] This meant that GHRAC was expected to devise a comprehensive workforce strategy for the state of Ohio.

Inventory of Ohio job training and workforce development programs—1992

Initially, GHRAC concentrated on producing two documents. The first, issued in May 1992, was titled *Windows of Opportunity*. It represented an attempt at a comprehensive cataloging of all job training and workforce development programs operated in Ohio by or through state government. The catalog was divided into

[32] Exec. Order No. 18-61 (1991).

[33] GHRAC, *JOBS: OHIO FUTURE* 1 (1992, rev. ed. June 1993).

two major categories: job training and workforce development programs and "supplemental" programs. The latter programs, while not strictly designed to train persons for new jobs or to retrain existing workers, were thought to be necessary adjuncts to assist persons in successfully completing a mainline job training program. Included in this latter category, for example, were programs like job search counseling and day-care services.

GHRAC acknowledged several weaknesses in the *Windows* results. First, the possibility of double counting of program participants existed; thus, the reported total of 2.7 million Ohioans participating in or receiving services from one or another job training or workforce development program could include the multiple counting of an individual who participated in more than one program. Likewise, the study lacked some pertinent financial data in some cases, and included somewhat suspect information in others. Nevertheless, the final *Windows* report revealed a massive state government involvement in support of job training and workforce development programs and the expenditure of considerable state and federal money for such programs.

The *Windows* report noted that 15 state agencies currently have responsibility for 51 separate programs; 31 of these were characterized as "workforce preparation programs" designed to provide direct employment and skill development services to individuals. An additional 20 "related" programs provide basic education, income support, career information, and support services like child care.[34] Chart 1 contains a simple listing of the programs subsumed under the various state agencies administering these types of programs. Programs in column 1 of the chart are characterized by the report as workforce development; those in column 2 are "related" programs.

[34] OBES, *Windows of Opportunity*, at 3.

CHART 1

WORKFORCE DEVELOPMENT AND JOB TRAINING PROGRAMS IN OHIO—1991

Agency	Workforce Development Programs	Related Programs
Aging, Department of	• Senior Community Service Employment Program	
Alcohol and Drug Addiction Services, Department of		• Department of Alcohol and Drug Addiction Services/Department of Human Services Interagency Agreement on Job Opportunities and Basic Skills (JOBS) Program
Development, Department of	• High Unemployment Population Program • Department of Human Services/Department of Development Interagency Agreement on Job Opportunities and Basic Skills (JOBS) Program • Ohio Industrial Training Program	• Steel Futures Program
Education, Department of	• Jobs for Ohio's Graduates • Job Training Partnership Act (JTPA) Title II-A, 8 Percent Educational Set-Aside • Postsecondary Adult Vocational Education • Secondary Vocational Education	• Adult Basic Education • Adult High School Continuation Program • Ohio General Educational Development Testing Service • Ohio Career Information System

CHART 1

WORKFORCE DEVELOPMENT AND JOB TRAINING PROGRAMS IN OHIO—1991

Agency	Workforce Development Programs	Related Programs
Employment Services, Department of	• Employment Service • JTPA Title II-A, 3 Percent Older Worker Program • JTPA Title II-A, Adult and Youth 78 Percent Program • JTPA Title III, Economic Dislocation and Worker Adjustment Assistance • JTPA Title IV-C, Veterans' Employment Program • Targeted Jobs Tax Credit • Trade Adjustment Assistance Program	• Alien Labor Certification • JTPA Title II-B, Summer Youth Employment and Training Program • JTPA Title III, Rapid Response • Labor Market Information • Ohio Occupational Information Coordinating Committee • Unemployment Compensation
Human Services, Department of	• Food Stamp Employment and Training Program	• Job Opportunities and Basic Skills (JOBS) Program • Learning, Earning, and Parenting (LEAP) Program
Industrial Relations, Department of	• Ohio State Apprenticeship Council (transferred to Bureau of Employment Services in 1995)	
Mental Health, Department of	• Job Training Partnership Act 8 Percent Program (Ohio Departments of Education and Mental Health Interagency Agreement) • Office of Jobs and Education	• Adult Basic Education • Chapter One • Special Education

CHART 1

WORKFORCE DEVELOPMENT AND JOB TRAINING PROGRAMS IN OHIO—1991

Agency	Workforce Development Programs	Related Programs
Mental Retardation and Developmental Disabilities, Department of	• Adult Services	
Natural Resources, Department of	• Civilian Conservation Corps	
Regents, Board of	• EnterpriseOhio—Two-Year College Customized Training for Business and Industry • Job Opportunities and Basic Skills (JOBS) Student Retention Program • Technical Education through Associate Degree and Certificate Programs	• Productivity Improvement Challenge Program (EnterpriseOhio)
Rehabilitation and Correction, Department of	• Job Training Partnership Act 8 Percent Program • Vocational Education	• Adult Basic Education • High School • Special Education
Rehabilitation Services Commission	• Ohio Business Enterprise • Vocational Rehabilitation Services	
Workers' Compensation, Bureau of	• Rehabilitation Services	
Youth Services, Department of	• Ohio Department of Youth Services Aftercare Subcontracts	

The public funding involved in all the programs is substantial—approximately $981 million in fiscal year 1991—with three state agencies, the Bureau of Employment Services, the Department of Education, and the Board of Regents, accounting for nearly three-quarters of the total expenditures. Of this total, slightly less than $844 million was utilized for workforce preparation programs and approximately $138 million for the related programs.[35]

The federal government's involvement also is extensive. Thirty-two of the state-operated job training and workforce development programs are authorized by federal law and, in fiscal year 1991, nearly 41% of the total spent on such programs ($398 million) comes from the federal government; 59% ($476 million) comes from state sources; less than 1% comes from other or local sources.[36]

Most types of services are offered by more than one program, with occupational skill training being the one most frequently offered (24 programs); job placement and referral is offered by 18 different programs; and basic or remedial education in 17 programs. Eleven programs had on-the-job training as a component of the program.[37]

Programs could be delivered in several ways: (1) locally by a service provider funded through grants or contracts, (2) by a specific state agency, or (3) by local agencies from funds given to the local agency by a state agency. Locally delivered services represent the majority of services with 76% ($744 million) of the funds expended at the local level while state agencies expended 22% of the total ($215 million).[38] The remaining funding comes from a variety of sources. Of the 2.7 million Ohioans claimed by the inventory to have received services from one or more programs during fiscal year 1991, approximately 1.6 million received workforce preparation program services while an additional 1.1 million were served by one or more of the related programs.[39]

A workforce development strategy

The second document produced by GHRAC, *Jobs: Ohio's Future* (originally entitled *Strategies for Opportunity*), sought to lay out a plan for an integrated statewide approach to job training and workforce development that would meet the worldwide economic challenge faced by Ohio businesses and workers.[40] The report noted three disturbing national trends. First, there was a growing gap between skill requirements necessary for jobs and workers' capabilities in both Ohio and the nation. Additionally, the nation's workforce was growing very slowly; consequently, increased productivity per worker would be necessary to maintain the American standard of living. Finally, the United States economy could not expect to compete successfully in the world marketplace on the

[35] *Id.* at 4.

[36] *Id.* at 4-7.

[37] *Id.* at 6.

[38] *Id.* at 8.

[39] *Id.* at 7.

[40] GHRAC, JOBS: OHIO'S FUTURE, CREATING A HIGH PERFORMANCE WORKFORCE FOR OHIO, 1992 (Revised 6/93).

basis of lower labor costs; that is a battle the country would lose.[41]

Looking specifically at Ohio, GHRAC indicated that recent "think-tank" studies project the state will lag behind national job growth projections as well as in per capita income growth. Ohio also will suffer net losses in population relative to other states. A steadily increasing number of Ohioans also are slipping below the current poverty income standard. Education, believed by most to be the key to good jobs, is another area where Ohio is lagging. High school drop out rates are climbing and fewer students are continuing their formal education to the college level as compared to the national average. Not surprisingly, a smaller percentage of Ohio's workforce possess at least some college education as compared to the national average.[42]

To cope with these disturbing developments, GHRAC recommended four basic strategies, each of which involved multiple "action steps":

(A) Create a high performance business climate in Ohio—one that fosters economic growth and generates new job opportunities for Ohio workers.

(B) Improve the performance of Ohio's education system to ensure that all students acquire the basic skills necessary to compete in a global economy.

(C) Remove the major barriers to employment and self-sufficiency for Ohio workers and families.

(D) Establish comprehensive and coordinated workforce training programs that will help all Ohio workers—today's and those of the future—acquire the workplace skills and abilities needed to function effectively in high performance organizations.[43]

With regard to the fourth (D) strategy, GHRAC looked at the results of the *Windows* study and concluded that:

> Today, Ohio has a capable, comprehensive array of services available to meet the challenge of developing a high performance workforce. Yet, as [*Windows*] . . . reveals, these services are characterized by a diffusion of responsibilities, a complex flow of funds, and a multitude of eligibility requirements, service providers and types of services.
>
> Missing from this labyrinth of programs and administrators is a single workforce development mission. While a number of valuable workforce training programs do exist within this system, they are entangled in a complicated and confusing web of services, differing eligibility requirements and competing service providers. Adding to this problems [sic] is the fact that the resources offered by many programs are targeted to specific groups or populations.[44]

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[41] *Id.* at 2.

[42] *Id.* at 7-9.

[43] *Id.* at 13-14.

[44] *Id.* at 10-11.

GHRAC offered five specific action steps that the state should take to improve the situation involving workforce training programs, but stopped short of suggesting specifics as to program consolidation, administrative reorganization, or the transferal of program responsibility from the current state agencies administering programs to a single or a smaller number of state administering agencies.[45]

Governor's Human Resources Investment Council

While GHRAC was completing the *Windows* and *Jobs* studies, Congress undertook a major revision of the JTPA in 1992 in response to criticisms of the initial law and the expressed concern for the duplication of bureaucracy and lack of coordination that was perceived to exist. Additional language was inserted into the JTPA requiring closer coordination of the various federal programs. Other language indicated that duplication was supposed to be avoided at the local level.[46]

Of particular significance for the present LSC report is that the JTPA amendments of 1992 authorized a state to create what the federal law styled a "human resources investment council" in lieu of the job training coordinating council that previously was authorized to oversee the JTPA program.[47] The federal amendments envision this new council as reviewing federal programs and advising the state governor on methods to coordinate services and on the development and implementation of state and local standards and measures relating to the federal human resource programs. The new council also would continue to carry out the duties of the former state coordinating council; identify human investment needs in the state and recommend to the governor goals to meet those needs; prepare and recommend to the governor a strategic plan to implement the goals recommended; and monitor the progress of the strategic plan on a continuous basis. The federal amendments lay down specific criteria for the composition of the council, and authorize the use of federal funds to support its activities.[48]

Utilizing the option granted by the 1992 federal amendments, Governor George Voinovich, by executive order, transformed the GHRAC into the Governor's Human Resources Investment Council (GHRIC). The newly constituted council consists of 31 members: 15% representing business and

[45] These five action steps are: (1) develop a customer service approach to intake, assessment, case management, and placement in all workforce development programs; (2) strengthen local coordination, planning, and accountability in the delivery of workforce development services; (3) establish compatible performance standards for all workforce development programs, which support the workforce development mission—and apply these standards through a performance management system; (4) promote the sharing of information by all service providers in Ohio's education and workforce training system; and (5) leverage state workforce development funds and services in order to maximize benefits for the system's customers. *Id.* at 22-27.

[46] 29 U.S.C.A. § 1517(b); *see also* 29 U.S.C.A. § 1531(b)(2).

[47] 29 U.S.C.A. § 1792.

[48] 29 U.S.C.A. §§ 1792a and 1792b.

industry, 15% representing organized labor, 15% representing the education community, with the remainder representing various designated state agencies, a community-based organization, and one member each from the Ohio House of Representatives and the Ohio Senate. Additional members may be appointed by the Governor as deemed necessary.[49]

The executive order assigns to GHRIC a number of specific duties:

(1) Advise the Governor and the public concerning the nature and extent of human resource and economic development needs in Ohio, and how to meet those needs effectively while maximizing the efficient use of available resources and avoiding unnecessary duplication of efforts.

(2) Advise the Governor concerning the implementation of the state's strategic plan for workforce development and its adaptation to changing economic conditions in the state so as to ensure the ongoing application of a strategic approach to effective, coordinated human resource and economic development in Ohio.

(3) Review the plans of all relevant state programs, with an emphasis on assessing their consistency with the state strategic plan.

(4) Review the human resource and economic development systems in Ohio and make recommendations toward ensuring their effectiveness and coordination.

GHRIC is expected to report annually to the Governor.

Meeting for the first time in late 1993, GHRIC took over the responsibilities of the GHRAC, which was dissolved. By its own assessment, GHRIC spent most of its first year of operation "... learning about the program resources and policy options that are keys to implementing *Jobs: Ohio Future*."[50] Recognizing the *Jobs* document as Ohio's strategic plan, GHRIC divided itself into a number of operating committees that focused on various aspects of the plan and sought to organize the already ongoing efforts by various government agencies and other organizations and to set in motion other actions that would fulfill the action steps outlined in the plan. Staff for GHRIC are provided by an interagency staff team composed of employees primarily taken from several state agencies.[51] Relevant to this LSC report has been the creation of the Employment and Training Committee to focus on "Strategy D" (see page 18), which seeks to establish comprehensive and coordinated workforce training programs that will help all Ohio workers—today's and those in the future—acquire the workplace skill and abilities needed to function effectively in high performance organizations. While some of the action steps proposed under this strategy have not yet been addressed by GHRIC, the Committee did take note of the Ohio Bureau of Employment Services' (OBES) creation of unified customer service centers and local

[49] Exec. Order No. 94-60V (1994).

[50] GOVERNOR'S HUMAN RESOURCES INVESTMENT COUNCIL, 1994 ANNUAL REPORT, letter of transmittal to the Governor, Columbus, Ohio (no date specified).

[51] Bureau of Employment Services, Departments of Development, Education, Human Services, Board of Regents, and Kent State University.

Job Service offices around the state that combine a number of employment and training programs at one site. This permits better coordination of the various programs served and allows the clients to more readily identify and access those services at a single convenient site. OBES also has begun implementing a Job Net automated computer information system that seeks to match available jobs with clients not just within the locale where the client resides or where the Job Service office is located but around the entire state. Moreover, the Job Net program looks more closely at actual skills of the applicants and the requirements of the job opening, and not simply job titles, to afford better matches of applicants to actual available jobs.[52]

Although not directly relevant to the focus of this LSC report, another activity in which GHRIC initially participated involved the General Assembly and the National Council of State Legislatures (NCSL). In the early 1990s, NCSL, in conjunction with an organization known as Jobs for the Future, jointly developed the "Investing in People Project" (IPP). NCSL allocated funding to help five "pilot" states design and implement improvements to workforce and economic development systems. Ohio applied to participate in the project and to obtain funding from NCSL, but was rejected. Subsequently, in the fiscal year 1994-1995 biennial budget,[53] the General Assembly appropriated to the Legislative Service Commission $200,000 to be used in fiscal year 1994 to fund Ohio's participation in the IPP as a sixth state. Additionally, the General Assembly earmarked $30,000, in each of fiscal years 1994 and 1995, to support administrative activities of Ohio's IPP project team.[54]

For the purpose of the IPP, Ohio created what came to be known as the "A-team" consisting of representatives of business, labor, state agencies, and the General Assembly. Senator Linda Furney was selected as project director. The A-team has met regularly since late 1993 to study the issue and develop proposals focused on youth apprenticeship and eventually on the problem of developing an effective school-to-work transition system for new workers that will fit into Strategy B (see page 18) of the overall *Jobs* strategic plan. The A-team's efforts culminated in October 1994, in a report and recommendations to the GHRIC and Governor Voinovich on the subject of a school-to-work transition system. Since that time, the A-team has received funding assistance from the federal government to further develop the school-to-work transition plan and to showcase and implement the plan in Ohio. For that purpose, in the Spring of 1996, the GHRIC and the A-team undertook a series of informational presentations on the proposed school-to-work transition system.

Job Training Task Force—report and recommendations—1996

Passage of the 1992 federal amendments to JTPA and the subsequent creation of GHRIC has not yet solved the problem of uncoordinated and duplicative public program job training and workforce development efforts. As recently as early 1995, both Ohio and federal officials were telling a

[52] GHRIC, *1994 ANNUAL REPORT*, at 20-23.

[53] Am. Sub. H.B. 152 of the 120th General Assembly.

[54] *Id.* at Section 60.

congressional committee that too many job training and workforce development programs still existed with overlapping missions, wastefully duplicative administrative staff that were servicing overlapping clientele, and no real measures to tell administrators or policymakers whether the programs operated efficiently and achieved their goals.[55] Subsequently, and partly in response to the perceived problems of wasteful and duplicative workforce development programs, GHRAC established an 11-member Job Training Task Force to act as an advisory committee to Ohio's Lieutenant Governor. The Task Force consisted of representatives of the state and local governments, local planning agencies, the private sector, and state institutions of higher education. On January 19, 1996, the Task Force issued a report and a series of recommendations. The report acknowledges that its impetus stems from proposed federal legislation to give to the states greater flexibility in their operation of workforce development programs and to improve Ohio's use of federal moneys that, as a result of expected federal budget cuts, it is estimated will be reduced by as much as 25% for the coming fiscal years. Lieutenant Governor Nancy Hollister established three Task Force objectives:

(1) Identify opportunities to expand, consolidate, or eliminate programs.

(2) Develop observations/trends about current programs.

(3) Develop opinions/recommendations for the GHRIC on the future of workforce development programs.[56]

The Task Force began by soliciting program information from state agencies that operated job training programs. The information sought via a questionnaire involved much of the same information obtained by the earlier *Windows* study relating to numbers of clients served, funding, program measurements, etc. But, instead of categorizing the programs into the heretofore traditional categories of Youth and Adult programs, the Task Force adopted a more contemporary categorization of the programs into "Emerging," "Transitional," and "Current" workforce development programs.[57] The result was the identification of 89 separate programs.[58] Chart 2 lists the programs by administering agency in the same fashion as Chart 1, which reports the *Windows* study data. The total number of

[55] *See, e.g.*, comments of Ohio Bureau of Employment Services Administrator, Debra Boland, to a congressional committee, as reported in *COLUMBUS DISPATCH*, January 12, 1995, at 8A; Clarence Crawford, Associate Director, Education and Employment Issues, Education, and Human Services Division, testimony before committee of U.S. House of Representatives (GAO/T-HEHS-95-70), 1 (February 6, 1995).

[56] *JOB TRAINING TASK FORCE: REPORT RECOMMENDATIONS* 3 (January 19, 1996).

[57] The three categories are defined as their titles imply. "Emerging" programs are targeted for initial entrants into the workforce. "Transitional" programs are for experienced workers seeking to change careers due to dislocation or displacement. "Current" programs assist currently employed workers seeking to upgrade occupational skills.

[58] The actual number of programs identified by the Task Force includes several additional programs named but for which no information is presented. Accordingly, the figure of 89 programs reported here represents the number of programs counted in the program summary portion of the Task Force report.

programs exceeds the 51 programs reported by the *Windows* study and including some of the programs identified by this LSC report in the Appendix.

The Task Force also held public hearings to solicit input. Ultimately, the Task Force attempted individual program evaluations. Similar in part to the earlier *Windows* study data, the Task Force found comparisons "nearly impossible" due to the wide diversity of programs in existence. Nevertheless, the Task Force evaluated programs on the basis of ten criteria, including the ability to leverage private sector dollars, job placement rate, cost effectiveness, and customer satisfaction.[59] The Task Force admits that some of its evaluations were subjective.[60] Also, not all programs were rated; for example, some of the same programs identified in the Appendix to the LSC study as serving a highly specialized purpose seemed too far removed from the goal of workforce development. Task Force members assigned weights to each criterion and arrived at a point value for each. Individual criterion values were added together to produce a total "score" and programs were then ranked by that total score with the top 19 programs being placed in what the Task Force identifies as the 1st "Quintile." The remaining programs were assigned to the 2nd, 3rd, and 4th Quintiles. Included in the 1st Quintile are such programs as Adult Basic Literacy Education, Apprenticeship Training, and the Ohio Industrial Training Program. The 4th Quintile includes programs such as Migrant Seasonal Farmworker, Nontraditional Employment for Women, and Ventures in Business Ownership among others.

[59] The ten criteria were: (1) number of people served, (2) basic skills training, (3) job placement, (4) cost effectiveness, (5) administrative cost of the program, (6) leveraging of private sector dollars, (7) coordination, (8) satisfaction, (9) support services, and (10) results of not training. *Id.* JTTF "Evaluation Form."

[60] *Id.* at 4.

CHART 2

JOB TRAINING AND WORKFORCE DEVELOPMENT—1996
(Rated by Quintile according to Job Task Force criteria)

Agency	1st Quintile Program	2nd Quintile Program	3rd Quintile Program	4th Quintile Program	Unrated Program
Aging, Department of				• Senior Community Service Employment Program	
Employment Services, Bureau of	• Employment Services Program • Local Veterans Employment Representative • Workforce Development	• Economic Dislocated Worker Adjustment Assistance Program • Disabled Veterans Outreach Program Specialists • Job Training Partnership Service—Adult Programs (Title II-A)	• 5% Older Worker Program • 8% Education Coordination and Grants • Economic Dislocated Worker Adjustment Assistance program—Rapid Response Unit • Displaced Homemaker Programs	• Adult Work and Family • Educational Initiative for Young Girls • Migrant Seasonal Farmworker • Nontraditional Employment for Women • Ohio Transition Assistance Program	• Alien Labor Certification • Benefits Data Linkage Project • ES Linkage • Kaleidoscope Conference—Women's Division • Nontraditional Employment Software Package • Nontraditional Employment for Women Grant

CHART 2

JOB TRAINING AND WORKFORCE DEVELOPMENT—1996
(Rated by Quintile according to Job Task Force criteria)

Agency	1st Quintile Program	2nd Quintile Program	3rd Quintile Program	4th Quintile Program	Unrated Program
		• Rapid Response (Title III) • Summer Youth Employment Training Program (Title II-B) • Title IV-C (veterans with service-connected disabilities—job training) • Year Round Youth Program (Title II-C)	• National Reserve Program (Title III) • Service Members Occupation Training Act • Trade Adjustment Assistance		• One Stop Career Center Systems Project • Profiling—Unemployment Compensation • Timeout • Unemployment Compensation—Tax Division • Vocational Training Approved by Administrator
Commerce, Department of					• Certified Tank Installers Program • Rural Fire Department Training

CHART 2

JOB TRAINING AND WORKFORCE DEVELOPMENT—1996
(Rated by Quintile according to Job Task Force criteria)

Agency	1st Quintile Program	2nd Quintile Program	3rd Quintile Program	4th Quintile Program	Unrated Program
Development, Department of	• Ohio Industrial Training Program • Adult Basic Literacy Education • Adult Vocational Education Full Service Center • Apprenticeship Training Program • Career Development • Career Information System • Consumer and Economic Education	• Comprehensive Support Services for Single Parent, Displaced Homemakers, etc. • Family Life Education • Full Time Post Secondary Adult Vocational Education Job Training • Graduation, Reality, and Dual-role Skills • JOBS Comprehensive Vocational Assessment/Evaluation /JOBS	• Adult Transitions • Graduation, Occupation and Living Skills Program • Impact • Jobs for Ohio Graduates • Occupational Work Experience • Occupational Work Adjustment • Orientation to Nontraditional Occupations for Women Program • Programs for	• Nontraditional Education for Teen Work Program • Promoting Access to Technical Education • Ventures in Business Ownership • Vocational Education Leadership Institute	• Human Resource Development • Occupational Competency Analysis Profiles • Professional Development • School-To-Work • Veterans Approving Agency • Vocational Education Regional Personnel Development Centers • Vocation Job

CHART 2

JOB TRAINING AND WORKFORCE DEVELOPMENT—1996
(Rated by Quintile according to Job Task Force criteria)

Agency	1st Quintile Program	2nd Quintile Program	3rd Quintile Program	4th Quintile Program	Unrated Program
	• Customized Office Skills Training • Diversified Industrial Training • Farm Business Planning Analysis • Part Time Post Secondary Adult Vocational Education Job Training • Secondary Job Training • State Licensure Programs • Vocational Evaluation	• JOBS Tuition Assistance • Small Business Management • Student Transition Education & Employment Program • Work and Family Life	Criminal Offenders • Tech Prep		Training Programs • Work Keys

CHART 2

JOB TRAINING AND WORKFORCE DEVELOPMENT—1996
(Rated by Quintile according to Job Task Force criteria)

Agency	1st Quintile Program	2nd Quintile Program	3rd Quintile Program	4th Quintile Program	Unrated Program
Human Services, Department of			• Job Opportunity and Basic Skills/Food Stamp Employment & Training Programs		
Mental Retardation and Developmental Disabilities, Department of		• Ohio County Boards of Mental Retardation and Developmental Disabilities • Ohio State Use Program	• Partnerships to Community Employment		
Natural Resources, Department of				• Civilian Conservation Corps	
Regents, Board of		• Job Opportunity and Basic Skills Program—Student			• Training Opportunities for Program Staff in Human

CHART 2

JOB TRAINING AND WORKFORCE DEVELOPMENT—1996
(Rated by Quintile according to Job Task Force criteria)

Agency	1st Quintile Program	2nd Quintile Program	3rd Quintile Program	4th Quintile Program	Unrated Program
		Retention Program			Services
Rehabilitation Services Commission	Ohio Rehabilitation Services Commission				
Youth Services, Department of				• "DSY 2" (Vocational Rehabilitation for Disabled Youth)	

Coupled with its program evaluations, the Task Force offers a set of recommendations of two basic types: those that deal with program administration, and those that concern program design. In the program administration category, the Task Force recommends that:

(1) All workforce development programs should be consolidated into a single state agency.

(2) All workforce, development tracking, reporting and analysis should be coordinated through the consolidated agency.

(3) Consistent performance measurements need to be established for each type of workforce development program.

(4) Benchmarks should be established to define the minimum acceptable performance levels for workforce development programs.[61]

With respect to program design, among other recommendations (some of which are not directly relevant to this LSC report), the Task Force recommends:

(1) Workforce development programs need to emphasize basic skills training.

(2) Programs should be categorized based on the specific needs of the market.

(3) Programs that serve similar audiences with similar program characteristics should be combined or eliminated.

(4) Every effort should be made to coordinate workforce development programs with local and regional entities.

(5) Programs that receive little or no financial or in-kind support from local governments, business, or participants should be evaluated for continuation, reduction, or elimination.[62]

The Task Force stopped short of identifying a single state agency to be made responsible for all workforce development programs. Likewise, while it has ranked some state workforce development programs based on the developed criteria, the Task Force did not make any recommendations for specific program consolidation, reduction, or elimination.

To a considerable extent, the Task Force and Ohio have been prevented from taking definite actions to implement some of the broad objectives outlined in *Jobs* and the Task Force report by the recent impasse at the federal level involving the federal budget. One component of federal budget deliberations has been a revision in the way that money is passed to the states and the guidelines for the use of that money. Until the federal government decides on funding levels and "strings" that will be attached to federal funds, Ohio, and the other states, must bide their time. The main federal budget has been agreed upon, but the particular budget authorization related to federal job training and workforce development programs still is the subject of disagreement between the House of Representatives and the Senate. Though a conference report on workforce training reform legislation was adopted July 17,

[61] *Id.* at 7-8.

[62] *Id.* at 9-10.

1996, approval of the final version of the federal bill by House and Senate floor vote has not yet been scheduled. The shape of the possible federal law changes is outlined in the next section of this LSC report.

IV. The Status of Federal Workforce Training Reform Legislation

Pending federal legislation

Both the United States House of Representatives and the United States Senate have adopted bills overhauling the system by which the federal government offers workforce training programs. The House of Representatives passed H.R. 1617, sponsored by Representative Bill Goodling and known as the CAREERS bill (the Consolidated and Reformed Education, Employment and Rehabilitation Systems Act), on September 19, 1995. When the bill came up for a floor vote, the Senate deleted the provisions of the CAREERS bill and incorporated the provisions of S. 143, the Workforce Development Act of 1995, sponsored by Senator Nancy L. Kassebaum. The Senate's new version of H.R. 1617 passed the Senate on October 11, 1995.

The conference committee to resolve the differences between the House and Senate versions of Workforce Training Reform legislation was appointed in late 1995. Differences among conferees have been numerous. According to recent issues of *Capitol to Capitol* published by the National Conference of State Legislatures, major points of difference among conferees have been: (1) whether at-risk youth and school-to-work programs should be separate block grants, (2) whether individuals should receive training vouchers directly or whether vouchers should be distributed through state governors, and (3) whether there should be mandatory drug testing for training grant participants.[63] The June 24, 1996, issue of *Capitol to Capitol* reports that President Clinton's Administration proposed to conferees on June 17, 1996, outlining the provisions that, in the Administration's view, need to be included in the legislation. Among those provisions are guaranteed dislocated worker skill grants and vouchers, retention of the school-to-work program, and mandatory state performance targets. The National Conference of State Legislatures, in *Capitol to Capitol*, predicted that the Administration's proposal could stymie efforts to reach a bipartisan compromise.[64] In fact, according to Dwayne Sattler, legislative assistant to Senator Mike DeWine who is a member of the conference committee, the committee could not reach a bipartisan agreement but has reached an agreement among its Republican members. The conference committee, without support of its Democrat members, approved the

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[63] Aaron Bell and Bill Waren, "*Job Training Block Grants Revived*," CAPITOL TO CAPITOL, vol. 3, no. 18 (May 15, 1996).

[64] Aaron Bell and Bill Waren, "*Workforce Block Grant Prospects Dim*," CAPITOL TO CAPITOL, vol. 3, no. 23 (June 24, 1996).

report on July 17, 1996. At this time, it is not known whether the bill as reported by the conference committee will be scheduled for a floor vote. However, the bill's prime sponsor hopes to see the bill on the Senate floor for a final vote in September 1996.[65]

Even if scheduled for a floor vote, the bill is not assured passage. Senator Edward M. Kennedy stated the bill would not get out of the Senate.[66] According to Mr. Sattler, of Senator DeWine's staff, Democrats may filibuster the bill. In addition, both the Secretary of Labor and the Secretary of Education recommended that the bill be vetoed, and President Clinton has stated he will veto this version of workforce training reform legislation.[67]

An assessment of the federal Workforce Training Reform legislation that appeared in *State Government News* states that even if workforce training reform legislation is adopted, an overlap in training programs targeted at low-income people may continue under the provisions of these bills because the JOBS and Food Stamps Employment and Training programs are not included in the bills' block grants. In addition, the provisions of the House and Senate bills may not be as flexible as states may want since the House bill proposes three specific block grants and the Senate bill places mandates on how funds for the block grant can be spent.[68] The article also points out that since the programs under the federal Job Training and Partnership Act and the Carl D. Perkins Vocational and Applied Technology Act[69] are already "block granted" and decentralized, further decentralization by establishing block grants under this legislation may result in a less dramatic change than expected.[70]

Major features of H.R. 1617, Senate version of H.R. 1617 (S. 143), and the conference committee report

Congressional Quarterly Weekly Report compares the House and Senate legislation addressing program reforms for workforce training.[71] The following discussion highlights the major points of comparison. Although both the House and Senate workforce training bills would eliminate some programs and consolidate others, there are several major differences between the House and Senate workforce training bills. Foremost among the differences is the method by which programs would be funded. The House version would establish three block grants to states beginning in fiscal year 1997. The Senate version would establish what appears to be two block grants to states beginning in fiscal year 1998. Grant money under the first Senate version block grant would have to be spent in the following manner: at least 25% for work force education, at least 25% for work force employment activities, and the remaining 50% for either of those purposes

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[65] Jonathan Weisman, *Job Bill Compromise Given Little Chance of Passage*, CONG. Q. WKLY. REP., July 20, 1996, at 2052.

[66] *Id.*

[67] *Id.*

[68] Moyes, *Job Training That Works*, at 24.

[69] 29 U.S.C.A. §§ 1501 to 1792b; 20 U.S.C. § 2301 *et seq.*

[70] Moyes, *Job Training That Works*, at 24.

[71] Robert Marshall Wells, *Job Training Bills Compared*, *CONG. Q. WKLY. REP.*, Nov. 4, 1995, at 3396-3402.

or for other activities authorized by the bill, at the discretion of the state's governor. The second Senate bill block grant is dedicated for at-risk youth initiatives. Included in the bill is the Job Corps program for disadvantaged youth, which, following an amendment to the bill to maintain the program, will continue to be a federally operated program.

CAREERS bill (House version of H.R. 1617)

The CAREERS bill would create three consolidation grants consolidating about 100 education and training programs: (1) the Youth Development and Career Preparation Consolidation Grant—$2.3 billion authorized for fiscal year 1996, (2) the Adult Employment and Training Consolidation Grant—$2.3 billion authorized for fiscal year 1996, and (3) the Adult Education and Family Literacy Consolidation Grant—$280 million authorized for fiscal year 1996. Funding levels for these programs are reduced 10% to 20% from fiscal year 1995 levels. Language in the House bill states that funding as necessary would be authorized for fiscal 1998 through 2002 for all three grants. For federal library service programs, another $110 million would be authorized from fiscal 1997 through 2002.

States would be required to designate workforce development areas and establish, within each area, local workforce development boards that would be responsible for developing plans; outlining goals, performance measures, and strategies identifying area needs; developing budgets for relevant services, and overseeing training and education programs in the area. Under the CAREERS bill, the United States Department of Labor would continue to assist in the coordination and development of a nationwide system of labor services, aid states and localities in establishing high performance standards, and oversee a nationwide information system of labor market information and statistics. In addition, the Labor Department would be authorized to award unspecified amounts of money to states in the form of incentive grants that would assist in the establishment of outstanding programs or would recognize exceptional performance of a state's job training and education system.

Each state would identify its own performance standards, which would be reported to the Labor Department. The CAREERS bill lists several examples of performance-based information that could be reported: (1) the percentage of students completing the programs conducted by the provider, (2) the rates of licensure of program graduates, (3) the percentage of graduates meeting industry-recognized skill standards and certification requirements, (4) the rates of placement and retention in employment and the earnings of graduates of programs, and (5) the percentage of students who obtained employment in an occupation related to the program conducted by the provider. States and programs not meeting performance standards could receive less money.

The CAREERS bill would repeal or terminate authorization for more than 50 elementary, secondary and post-secondary education programs. It would permit states to transfer up to 10% of their federal funds between the adult and youth block grants. Other provisions of the CAREERS bill require an end to government sponsorship of the Student Loan Marketing Association known as Sallie Mae and the College Construction Loan Insurance Association known as Connie Lee. Though these entities

would continue to exist, they would be turned over to the private sector and no longer would have federal backing.

Workforce Development Act of 1995 (Senate passed version of H.R. 1617)

As stated earlier, the Senate version of H.R. 1617, the Workforce Development Act of 1995, would consolidate certain federal job training programs by establishing one block grant to states with the stipulation that a minimum of 25% of a state's grant be used for workforce education, a minimum of 25% be dedicated for workforce employment activities, and 50% be used at the governor's discretion for either purpose or other purposes authorized by the bill. The Workforce Development Act also would establish a second block grant for at-risk youth initiatives and include and continue the federally run Job Corps program for disadvantaged youth. The bill also would combine the Institute of Museum Services Act and the Library Services and Construction Act to form the Institute of Museum and Library Services.[72] The act authorizes $5.9 billion for the primary block grant for the period of fiscal years 1998 through 2001. It would authorize $2.1 billion for the at-risk youth programs for the same period. In addition, the bill would authorize $153 million for museum and library services in fiscal year 1996 with the provision for additional funds as necessary in subsequent years.

Under the Senate's workforce development proposal, the Departments of Labor and Education would establish a Workforce Development Partnership that would oversee the establishment and administration of the new job training system. A 13-member board, the National Workforce Development Board, would be responsible for overseeing the partnership, developing the new workforce training system, and providing advice to the agencies. In order to receive federal grant money, states would be required to submit a three-part plan to the Workforce Development Partnership that would have to include the following: a strategic plan for a statewide system to achieve state-established performance goals, a description of the workforce employment activities the state would carry out with the grant money, and a description of the education program and activities that the state plans to establish. Unlike the House version of the bill, the Senate version would permit but not require states to establish workforce development boards. If established, the boards would offer advice on developing a new workforce system, assist in the development of performance measurements, and help prepare annual reports to the Education and Labor Departments. States could establish One-Stop Career Centers but would not be required to provide services through this type of facility. Incentive grants would be available through the Workforce Development Act for states that set high goals and benchmarks and meet or exceed them; up to $15 million could be awarded for this purpose. States could award incentive grants to localities that met or exceeded established goals under authority granted by the Senate-passed version.

To track performance, states would be required to develop measurable goals such as placement in a job or sustained employment for participants who completed job or vocational training programs. Those individuals in education programs estab-

[72] 20 U.S.C. § 961 *et. seq.*; 20 U.S.C. § 351 *et. seq.*

lished by the bill would have to demonstrate knowledge and pertinent skills. The states would have to submit annual reports to the federal government outlining the success of their performance, and a state's failure to meet established goals could result in the loss of funding for the workforce and education programs. However, a state could be required to use federal money given to it for other functions to assist a failing program.

· As adopted by the Senate, the Workforce Development Act would repeal the Displaced Homemakers Self-Sufficiency Assistance Act, the Adult Education Act, the Carl D. Perkins Vocational and Applied Technology Education Act, the School-to-Work Opportunities Act of 1994, and the Job Training Partnership Act.[73] In addition, it would repeal certain provisions of other acts related to job training vocational education and adult education as well as eliminate the Office of Vocational and Adult Education within the Department of Education and the Employment and Training Administration within the Department of Labor.

Workforce and Career Development Act of 1996 (conference report to accompany H.R. 1617)

The Workforce and Career Development Act reported by the conference committee would consolidate workforce training programs into a single block grant. According to a recent article in the *Congressional Quarterly Weekly Report*, the bill would require states to establish a pilot voucher program for both dislocated workers and would permit states to issue vouchers for adult job training. This is a change from earlier provisions of the bill that would have mandated vouchers both for dislocated workers and for adult job training. Under the most recent provisions of the bill, the Secretaries of Labor and Education would have less authority to approve programs created at the local level but would be required to enter into an interagency agreement to administer the bill's provisions.[74]

Block grant funds would be distributed as follows under the provisions adopted by the conference committee: 32% for employment and training activities, 6% for adult education and literacy activities, 26% for vocational education activities, 16% for at-risk youth activities, and 20% for flexible activities to be used at the discretion of the states. Rather than retaining the provisions specifying the dollar amounts assigned to the block grants in the House and Senate versions, the bill assigns no dollar amount to the block grant leaving that decision to be made later.[75]

The bill, in its latest version, would require each state seeking a block grant to submit a comprehensive state plan for its statewide system of workforce and career development activities. This would be accomplished through the collaborative process involving the effort of individuals and entities designated in the bill or the work of an existing entity such as a state workforce

[73] 29 U.S.C.A. § 2301 *et. seq.*; 20 U.S.C.A. § 1201 *et. seq.*; 20 U.S.C.A. § 2301 *et. seq.*; 20 U.S.C.A. § 6101 *et. seq.*; 29 U.S.C.A. §§ 1501 to 1792b.

[74] Weisman, *Job Bill*, at 2052.

[75] H.R. Rep. No. 707, 104th Cong., 2d Sess. 8387 CONG. REC. 8458 (1996).

development board or a state human resources investment council. The bill also would require each state to submit an annual report outlining how the state has met benchmarks at the state and local level. Among the bill's other requirements are the creation of one-stop career centers and workforce development boards to be established in each workforce development area in a state. Each workforce development board would be responsible for developing a local strategic plan to meet area workforce development needs, designating or certifying one-stop career centers, and negotiating local benchmarks to meet the goals of the workforce development area.[76]

The Workforce Career and Development Act of 1996 would retain provisions that appear in House and Senate versions of the bill. For example, it would retain the national Job Corps program for disadvantaged youth and combine the museum and library services laws to establish the Institute of Library and Museum Services as proposed in the Senate version. In addition, the bill would end government sponsorship of the Student Loan Marketing Association and the Construction Loan Insurance Association as proposed in the House version.[77]

As in earlier versions, the conference committee version of the bill also would repeal several existing programs. The following are included among those to be repealed: the Displaced Homemakers Self-Sufficiency Assistance Act, the Adult Education Act, the Carl D. Perkins Vocational and Applied Technology Education Act, the School-to-Work Opportunities Act of 1994, and the Job Training Partnership Act.[78] In addition, as in the Senate version, Title VII of the Stewart B. McKinney Homeless Assistance Act, Section 204 of the Immigration Reform and Control Act of 1986, Section 211 of the Appalachian Regional Development Act of 1965[79] are some of the other provisions in law that would be repealed should this version of the bill become law.

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[76] *Id.*

[77] *Id.*

[78] 29 U.S.C.A. § 2301 *et. seq.*; 20 U.S.C.A. § 1201 *et. seq.*; 20 U.S.C.A. § 2301 *et. seq.*; 20 U.S.C.A. § 6101 *et. seq.*; 29 U.S.C.A. §§ 1501 to 1792b.

[79] 42 U.S.C.A. § 11421 *et. seq.*; 8 U.S.C.A. § 1255a note; 40 U.S.C.A. App. 211.

V. CONSOLIDATION AND COORDINATION OF JOB TRAINING AND EDUCATION PROGRAMS IN WASHINGTON, NEW JERSEY, NEW YORK, KENTUCKY, MICHIGAN, AND ILLINOIS*

While few states have sought to comprehensively restructure their workforce readiness systems, specific cross-program coordination and planning within those systems is common.[80] Moreover, different levels of coordination exist among agencies and other participants in workforce readiness systems (i.e., employers, employees, and community organizations), which range from sharing control over programs to sharing information, and from the development of mutually understood and accepted goals to ensuring that the programs' operations are consistent with an overall plan.[81] This Section discusses the experience of six states (Washington, New Jersey, New York, Kentucky, Michigan, and Illinois) in coordinating and consolidating their workforce training and education programs.

OVERVIEW

The authors of a report sponsored by the National Conference of State Legislatures and Jobs for the Future describe 14 principles of an integrated workforce readiness system in which all participants and programs work together to address labor market problems in a systematic way. To one extent or another the six states surveyed utilize several of these principles to consolidate or coordinate their workforce readiness programs, including the following: (1) state and local employment and training boards, (2) coordinated funding, (3) one-stop shopping, (4) case management, and (5) labor market information.[82]

Consolidation

Two types of consolidation exist with respect to workforce readiness systems: (1) consolidation of agencies or departments administering job training and education programs and (2) consolidation of the actual programs. It does not appear that any of the six states surveyed in this Section

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* While the preferred terminology in Ohio is "workforce development," some states refer to the combination of job training and education programs as "workforce readiness systems" (e.g., Washington and New Jersey); others, like New York, refer to that combination as "workforce preparation systems." There is little, if any, substantive difference between the terms and they are used interchangeably throughout this section.

[80] CARL E. VAN HORN, KEN RYAN, AND WILLIAM TRACY, *WORKFORCE FUTURES: STRATEGIC PLANNING IN THE STATES* (Research Report No. 89-06), Nat'l. Comm. for Employment Policy i-ii (February 1990). *See, e.g.*, OR. REV. STAT. § 285.185 (Notes: Sec. 16) (1994) (authorizing the Oregon Workforce Quality Council to reduce, to the extent possible, the number of state agencies involved in the workforce readiness system by consolidating several specified agencies).

[81] VAN HORN, at iv.

[82] KARIN MCCARTHY AND REBEKAH LASHMAN, *WORKFORCE DEVELOPMENT: BUILDING STATEWIDE SYSTEMS*, National Conference of State Legislatures 10-12 (May 1994).

consolidated actual programs. Washington identified several barriers to such consolidation, including current federal restrictions on the use of federal job training funds, that make program consolidation almost impossible at this time. New Jersey consolidated its 64 workforce training programs into 15 program areas; however, this appears to be only a grouping of related programs rather than a consolidation of the programs. States probably would move to consolidate actual programs if the federal government provides greater regulatory flexibility, such as block grants, in administering federal job training and education programs.

Several states discussed in this Section consolidated the agencies or departments responsible for administering their workforce readiness systems. New Jersey, for example, reduced the number of agencies administering job training and education programs by combining the programs previously scattered across six departments into three departments. Kentucky created a new state-level agency, the Cabinet for Workforce Development, that is composed of all agencies administering job training and education programs. There appears to be a trend toward reducing the number of agencies involved in the workforce readiness systems or grouping all of the agencies together under an independent lead agency in order to provide better oversight and coordination. Illinois, however, created an advisory council that answers directly to the Governor.

Coordination

Each of the six states surveyed require coordination in the planning of the workforce readiness program, and each maintains a state comprehensive plan for its workforce readiness system. Moreover, each of these states maintains a state employment and training board to oversee, at least to some extent, how individual agencies are operating with respect to the state comprehensive plan. It appears that more states will require their agencies to coordinate program planning and, to the extent possible, program funding. For example, to encourage such coordination, a state could restrict or withhold program funds to an agency whose plan does not coincide with the state's comprehensive plan for workforce development. Similarly, there is a trend toward the use of standardized forms by each agency involved in the system.

Coordinated service delivery appears to be lacking at this point. One notable exception, however, is the establishment of one-stop shopping career centers. Washington, New Jersey, and New York have established these centers. In addition to job training, retraining, career counseling services, and other career resources needs, it is likely that these centers also will incorporate social welfare needs (e.g., welfare, housing, parenting skills, bilingual language services, and day care resources). The New Jersey one-stop center currently uses such a model. Similarly, these states maintain private industry councils (PICs) or workforce investment boards (WIBs) as a requisite to receiving federal funds under the Job Training Partnership Act. PICs and WIBs are designed to have a greater role in and be more responsive to the delivery of job training and education programs at the local level.[83]

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[83] *Id.* at 11. *But cf.*, W. NORTON GRUBB AND LORRAINE M. MCDONNELL, *LOCAL SYSTEMS OF VOCATIONAL EDUCATION AND JOB TRAINING:*

Caveat

Much of the information contained in this Section comes from reports generated by the state agencies responsible for administering their states' comprehensive plan and implementing their states' coordination and consolidation efforts. Each report probably reflects, at least in part, the biases, self-interest, and optimism of the administering agency. It was not possible to independently verify the information contained in these reports to determine either their accuracy or the extent to which a state's efforts and goals have been realized. Moreover, there are no statistical studies to show whether or not a state's consolidation or coordination programs were successful.

DIVERSITY, INTERDEPENDENCE, AND EFFECTIVENESS, National Center for Research in Vocational Education 55 (1991) ("Consequently, while there is a strong presumption that better-articulated systems are more effective, there is insufficient evidence to assess any claims about the relative effectiveness of local systems" of vocational education).

WASHINGTON

Introduction

The responsibility for workforce training and education in most states is shared by the state and federal governments, college and K-12 school districts, and the private sector. In the state of Washington, these entities orchestrate a complex bureaucratic structure encompassing 236 high school vocational education programs, 32 community and technical colleges, 350 apprenticeship programs, and 12 service delivery areas that operate under the auspices of the federal Job Training Partnership Act. These entities operate a wide variety of employment and training programs targeted at workers who are older, disadvantaged, disabled, low-skilled, dislocated, or veterans of military service, as well as programs provided by private employers, public schools, private vocational schools, and state-operated employment services.

Washington created its Workforce Training and Education Coordinating Board (WTECB) in 1991 because the state's workforce training and education system was "fragmented among numerous agencies, councils, boards, and committees, with inadequate overall coordination" and lacked a comprehensive strategic plan.[84] The WTECB is composed of representatives of business, labor, and government agencies that have the responsibility for workforce training and education programs.[85] Its purpose is to provide planning, coordination, evaluation, monitoring, policy analysis, and recommendations on consolidating or integrating programs, where feasible, for the state training system as a whole in cooperation with the state agencies that comprise that system.[86] The Washington Legislature has stressed that the WTECB has the "preeminent role" in coordinating and developing the state's workforce development efforts.[87] These efforts include integrating the federal initiatives relating to workforce development, such as block grants, into the state's workforce readiness system and coordinating and streamlining state efforts to meet federal guidelines.[88] The WTECB also functions as the Human Resource Investment Council pursuant to the federal Job Training Partnership Act.[89]

According to the WTECB, in 1993 Washington administered 63 workforce training and development programs. In January 1995, the WTECB identified 43 such programs administered by 13 different

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[84] WASH. REV. CODE § 28C.18.005 (1995).

[85] *Id.* § 28C.18.020.

[86] *Id.* § 28C.18.030; WORKFORCE TRAINING AND EDUCATION COORDINATING BOARD, *HIGH SKILLS, HIGH WAGES—WASHINGTON'S COMPREHENSIVE PLAN FOR WORKFORCE TRAINING AND EDUCATION* 47-48 (1994).

[87] WASH. REV. CODE § 28C.18.070(2) (1995).

[88] *Id.* § 28C.18.050(4); WORKFORCE TRAINING AND EDUCATION COORDINATING BOARD, *A REPORT TO THE LEGISLATURE: PROGRESS OF OPERATING AGENCIES IN IMPLEMENTING "HIGH SKILLS, HIGH WAGES—WASHINGTON'S COMPREHENSIVE PLAN FOR WORKFORCE TRAINING AND EDUCATION"* 36-37 (December 1, 1995).

[89] 29 U.S.C. §§ 1792 to 1792b (1992).

state agencies.[90] The reduction in the number of programs from 63 in 1993 to 43 in 1995 was not the result of reorganization or consolidation. Rather, the 20 programs either were one-time grants, 1993 pilot projects that had ended, zero funded services, or subcategory programs that were supported by and subsumed under another program.[91] The combined total of state and federal funds for Washington's workforce training and education programs is nearly $770 million, of which 77% are state funds. The state receives 25 separate workforce development grants annually from the federal government. Three state agencies (the State Board for Community and Technical Colleges, the Office of the Superintendent of Public Instruction, and the Employment Security Department) administer 76% of the total funds.[92]

Integration of workforce training and education programs

Feasibility of combining workforce training funds

Coordinated funding among state and federal programs "would facilitate the integration of services, reduce the exclusivity of specific programs caused by eligibility requirements, and reduce the time spent developing funding proposals and accounting for multiple funding sources."[93] At the direction of the Washington Legislature, the WTECB studied whether it would be possible to redirect all state and federal training and retraining funds into separate state and federal job training trust funds and distribute the funds according to uniform criteria.[94] Combining program funds in this manner essentially would enable the state to consolidate its individual workforce training and education programs into one or more programs to be administered by one or more state agencies. In its 1995 report on this subject, the WTECB found that it was not feasible to redirect state or federal funds into separate trust funds.

Currently, the federal government prohibits states from combining funds from two or more federal grants, such as grants provided under the Job Training Partnership Act, if the funds in the combined account lose their original fiscal tracking identity. Requiring federal programs to abide by "uniform criteria" established by the state rather than the specific federal criteria established under the program's respective federal grant would jeopardize federal funding. Moreover, there are no federal waivers that permit a state to waive federal requirements for these programs thereby allowing the state to combine federal funds.[95] The WTECB concluded that combining federal funds but separately tracking the funds from each program would defeat the purpose of a single trust fund.

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[90] MARTIN MCCALLUM, *COMBINING WASHINGTON'S WORKFORCE TRAINING FUNDS: A STUDY REQUESTED BY THE 1993 WASHINGTON STATE LEGISLATURE* 6 and n. 1 (January 1995).

[91] *Id.* at 1.

[92] *Id.*

[93] KARIN MCCARTHY AND REBEKAH LASHMAN, *WORKFORCE DEVELOPMENT: BUILDING STATE-WIDE SYSTEMS*, National Conference of State Legislatures 11 (May 1994).

[94] WASH. REV. CODE § 50.12.261(4) (1995).

[95] MCCALLUM, at 1, 13-15.

The WTECB also found that a variety of reasons presently make it infeasible to redirect all state training and retraining funds into a separate job training trust fund and distribute the funds according to uniform criteria. First, combining all state funds for job training programs into a separate trust fund would require amending or repealing at least 22 state laws. Second, the state funds that support workforce development programs come from a variety of revenue sources.[96] Third, combining the funds would face stake holder opposition from employers, citizens, and interest groups concerned that current levels of services to specifically authorized target groups would be compromised and revenues would be expended for purposes other than their original intent. Finally, several federal workforce development programs require state matching funds. The state match must be expended for allowable activities in the same way as the federal funds to which they are attached. Redirecting any state funds used as matching funds would jeopardize the state's receipt of federal funds.[97]

However, the WTECB did identify several ways to improve coordination of the state's current workforce training and education programs that would not require combining program funds: joint planning by service providers, implementation of a performance management system for workforce development programs, assessing customer needs and measuring the results of programs, and supporting federal initiatives to consolidate workforce development programs.[98] The WTECB also is responsible for coordinating all of the state's workforce training and education programs, regardless of the agency that administers the program, in a manner that is consistent with the comprehensive state plan for workforce development.

Integration and coordination of employment and training-related services

Washington currently is implementing one-stop access to workforce development services. The collocation of services often is assumed to lead to better coordinated services. However, the WTECB discovered that mechanisms such as cross-training of staff to ensure knowledge of complementary programs and services, standardized client needs assessment, information sharing, and joint planning, budgeting, and vision were more important to coordinating services than the physical collocation of services.[99]

One-stop career center system planning and development

In October 1994, Washington received a federal grant award to plan a one-stop service delivery system. The NCSL report *Workforce Development: Principles for Workforce System Design* defines "one-stop shopping" as a center that provides a common point of entry for workers and

[96] The WTECB identified the following revenue sources for the state's workforce training and education programs: state general tax revenue, penalty and interest funds, employer/employee funded Workers' Compensation Fund, state vending machine revenue, unemployment insurance offset surtax revenues, state timber sale receipts, and surcharge tax revenues on marriage licenses.

[97] MCCALLUM, at 15.

[98] WORKFORCE TRAINING AND EDUCATION COORDINATING BOARD, *A REPORT TO THE LEGISLATURE*, at 36.

[99] *Id.*

employers to all of the state's job training and education programs:

> These centers would broker such services as labor market information, career counseling, employment programs, job placement, training, education, training vendor replacement reports, financial aid, apprenticeship, skills assessment, business development services, recruitment, and screening. These centers would provide access to other social and support services at the same location.[100]

While Washington's one-stop career system still is in the planning phase, the purpose of the system would be to provide a common core of workforce education and training information and services, where feasible, at any entry point, such as an unemployment office, high school guidance office, or vocational school office. The one-stop plan also involves establishing accountability guidelines that include common data elements, quality standards, and performance measures so that the system is measured as a whole rather than as discrete bureaucratic elements.[101]

Service delivery areas

Washington's Employment Security Department has allocated resources to fund 19 integrated service delivery plans to help local agencies develop more unified, streamlined, customer-focused structures. Local agency partners include community and technical colleges, schools and school districts, local service providers, employers, community-based organizations, economic development associations, and local labor unions.[102] One of the main provisions of these plans is a computer network connecting local service providers with the Employment Security Department and community and technical colleges to facilitate collaborative planning and sharing of client information.[103] The Economic Security Department also coordinates studies with other state agencies to standardize federal and state multi-agency administrative records such as unemployment insurance information.[104]

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[100] KARIN MCCARTHY AND REBEKAH LASHMAN, *WORKFORCE DEVELOPMENT: PRINCIPLES FOR WORKFORCE SYSTEM DESIGN*, National Conference of State Legislatures at 11 (May 1994).

[101] The plan was expected to be completed in April 1996. MARTIN MCCALLUM, *COMBINING WASHINGTON'S WORKFORCE TRAINING FUNDS: A STUDY REQUESTED BY THE 1993 LEGISLATURE*, WORKFORCE TRAINING AND EDUCATION COORDINATING BOARD 24 (January 1995); WORKFORCE TRAINING AND EDUCATION COORDINATING BOARD, *A REPORT TO THE LEGISLATURE: PROGRESS OF OPERATING AGENCIES IN IMPLEMENTING "HIGH SKILLS, HIGH WAGES—WASHINGTON'S COMPREHENSIVE PLAN FOR WORKFORCE TRAINING AND EDUCATION"* at 32-33 (December 1, 1995).

[102] MCCALLUM, at 25; WORKFORCE TRAINING AND EDUCATION COORDINATING BOARD, *A REPORT TO THE LEGISLATURE*, at 34.

[103] WORKFORCE TRAINING AND EDUCATION COORDINATING BOARD, *A REPORT TO THE LEGISLATURE*, at 35.

[104] WASH. REV. CODE § 50.38.060(4) (1995); *see* MCCARTHY AND LASHMAN, at 11-12.

Job placement centers

In 1994, Washington created an Employment and Training Trust Fund funded by employers, which is used to establish collocation employment security and job service outstations at community and technical college campuses throughout the state.[105] These outstations provide a one-stop point of access for unemployment compensation benefits and dislocated workers seeking job placement services, training program information, and labor market information. During 1993-1995, these centers served 5,700 people, registered 3,500 for jobs, placed 1,400 in jobs, and received more than 1,500 job orders from employers.[106] For the 1996-1997 biennium, these centers expect to serve an additional 5,850 dislocated, long-term unemployed workers.

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[105] WASH. REV. CODE § 50.24.018 (1995). The Employment and Training Trust Fund is funded by employers at 1/100 of 1% of taxable wages. The state reduced the amount that employers are required to contribute to the State's Unemployment Trust Fund by this amount, with the expressed intent not to increase employer unemployment tax rates. *Id.* The Employment and Training Trust Fund is subject to future repeal on June 30, 1999. WASH. REV. CODE § 43.131.378 (1995).

[106] WORKFORCE TRAINING AND EDUCATION COORDINATING BOARD, *A REPORT TO THE LEGISLATURE*, at 34-35.

WASHINGTON'S WORKFORCE READINESS SYSTEM (1995)

Population Served	Number of Programs	Number of Agencies	Principle Agency or Agencies Responsible for Administering the Programs	Percentage of State Funds	Percentage of Federal Funds
Workforce Preparation for All Youth	5	7	Superintendent of Public Instruction	96%	4%
Workforce Preparation and Employment Services for Workers	6	5	Board for Community & Technical Colleges	88%	12%
Employment and Training for Injured or Disabled Adults	4	3	Dept. of Labor & Industries (50%); Dept. of Social & Health Services (42%)	61%	39%
Employment and Training for Dislocated Workers and Long-Term Unemployed	7	5	Employment Security Dept. (51%); Board for Community & Technical Colleges (43%)	73%	27%
Employment and Training for the Economically Disadvantaged	8	4	Employment Security Dept. (49%); Dept. of Social & Health Services (30%)	10%	90%
Basic Skills Training for Adults	6	1	Board for Community & Technical Colleges	93%	7%
Employment and Training for Youth and Adult Offenders	4	4	Dept. of Corrections (36%); Superintendent of Public Instruction (31%)	98%	2%
Employment and Training for Veterans	3	1	Employment Security Dept.	0%	100%
TOTAL	**43**	**13***		**77%**	**23%**

*** The total number of agencies shown is greater than 13 because several programs are administered by more than one agency. Data in this table is derived from Martin McCallum, *Combining Washington's Workforce Training Funds: A Study Requested by the 1993 Washington State Legislature*, (January 1995) 10.**

Contact: For additional information, contact the Workforce Training and Education Coordinating Board at: Building 17, Airdustrial Park, P.O. Box 43105, Olympia, WA 98504-3105; telephone (360) 753-5662.

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NEW JERSEY

Introduction

Like the state of Washington's workforce readiness system, New Jersey's workforce readiness system combines federal, state, local, and private programs encompassing occupational education, basic skills education, and career guidance/job-finding assistance. According to data from 1990-91, New Jersey's system is comprised of 19 community colleges serving 20 counties, more than 240 private vocational schools, 21 vocational and technical high schools (which are responsible for both adult and secondary vocational education at 44 different sites), 17 service delivery areas operating under the federal Job Training Partnership Act, a federally funded Job Corps facility, 39 federally funded, state-operated local and branch employment offices, and 57 municipal employment programs directed at municipal welfare recipients deemed able to work. The system offers a myriad of comprehensive workforce training and education programs directed at welfare recipients, disabled workers, workers affected by plant closings, and persons who need customized job training, which is a service New Jersey offers to employers in order to upgrade or retrain their staff.[107] New Jersey's *Unified State Plan for New Jersey's Workforce Readiness System* divides these programs into five broad areas—Educational Programs, Employment and Training Programs, Labor Exchange and Employment Transition Programs, Work-Based Training, and Vocational Rehabilitation Programs.[108]

The purpose of New Jersey's *Unified Plan* is "to connect disparate elements of the workforce readiness system into a knowable and articulated continuum of services. . . . Primary and secondary schools, colleges and universities, proprietary and public vocational schools, state agencies and community-based organizations, business and government are asked to function as a single system designed to meet the needs of both workers and employers."[109] New Jersey established a State Employment Training Council (SETC) as an independent agency reporting directly to the Governor to develop, update, and administer the *Unified Plan*. The SETC also makes recommendations on merging other state advisory structures into the SETC.

According to a recent NCSL study, the SETC consolidated 64 distinct workforce education and training programs operated by six departments (Departments of Commerce, Energy, and Economic Development; Education; Higher Education; Labor; Community Affairs; and Human Services) into 15 "program areas" overseen by three departments (Labor; Higher Education; and Commerce, Energy, and Economic Development) and incorporated the functions of the State Council on Vocational Education and the Literacy Council into the framework of

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[107] NEW JERSEY STATE EMPLOYMENT AND TRAINING COMMISSION, *A UNIFIED STATE PLAN FOR NEW JERSEY'S WORKFORCE READINESS SYSTEM*, Appendix B20 to B26 (no date).

[108] *Id.*

[109] *Id.* at ii.

the SETC.[110] It is not clear from the NCSL study, nor was it possible to verify from the SETC, whether there was an actual consolidation of "programs" or whether there simply was a grouping of similar or related programs into "program areas."

Coordination and integration of workforce education and training programs

Occupational Information Coordinating Committee

New Jersey established an Occupational Information Coordinating Committee (OICC) within its Department of Labor to implement a comprehensive occupational information system to meet the common informational needs for the planning for, and the operation of, all public training and job placement programs in the state.[111] The OICC coordinates the standardization of available federal and state multi-agency administrative records and occupational survey data sources to produce an employment, education, and economic analysis.[112] Similarly, the OICC assures, "to the greatest extent possible," that available administrative data and surveys are consolidated to reduce duplication of record keeping by state and local agencies and educational institutions.[113] An interagency agreement among the agencies comprising the OICC details the operating procedures to be followed to fulfill the Committee's duties.[114]

"A Unified State Plan for New Jersey's Workforce Readiness System"

The purpose of New Jersey's *Unified State Plan* is to establish "an integrated and comprehensive approach" to the issue of public and private resources in developing a skilled and capable workforce.[115] To this end, the *Plan* may include the SETC's recommendations regarding the coordination of the state's efforts in these program areas, including transferring administration of these activities to the SETC if appropriate. Finally, the *Plan* includes recommendations for overall structural changes such as the consolidation of duplicative programs and services and the reallocation of state and federal funds to the agencies able to make

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[110] KARIN MCCARTHY AND REBEKAH LASHMAN, *WORKFORCE DEVELOPMENT: BUILDING STATEWIDE SYSTEMS*, National Conference of State Legislatures 14 (May 1994).

[111] N.J. STAT. § 34:1A-76(a) (1994).

[112] *Id.* § 34:1A-76(b).

[113] *Id.* § 34:1A-77(c)(3).

[114] *Id.* § 34:1A-77(b).

[115] NEW JERSEY STATE EMPLOYMENT AND TRAINING COMMISSION, *A UNIFIED STATE PLAN FOR NEW JERSEY'S WORKFORCE READINESS SYSTEM*, Appendix A1. *See also* the following supplements to the *UNIFIED PLAN: GENDER EQUITY TASK FORCE, LEVELING THE PLAYING FIELD: REMOVING BARRIERS FOR WOMEN IN NEW JERSEY'S EMPLOYMENT AND TRAINING PROGRAM*, NEW JERSEY STATE EMPLOYMENT AND TRAINING COMMISSION (October 1994); COUNCIL ON ADULT EDUCATION AND LITERACY, *ADULT LITERACY IN NEW JERSEY: MEETING THE CHALLENGES OF THE 21ST CENTURY* (October 15, 1993); AT-RISK YOUTH TASK FORCE, *YOUTH AT WORK: MAKING IT IN THE GLOBAL ECONOMY*, NEW JERSEY STATE EMPLOYMENT AND TRAINING COMMISSION (September 1993); WORKGROUP ON PERSONS WITH DISABILITIES, *OPPORTUNITY FOR ALL*, NEW JERSEY STATE EMPLOYMENT AND TRAINING COMMISSION (May 19, 1993).

the best use of those funds.[116] However, the *Plan* does not make specific recommendations in this matter.

The *Unified Plan* makes extensive recommendations in three broad policy areas—providing a workforce readiness system responsive to the lifelong learning needs of all persons, a workforce readiness system that is relevant and valuable to employers' human resource needs, and an accessible and integrated workforce readiness system that responds to the needs of employers and clients. However, from the information received from the SETC in preparing this section, it was not possible to determine the extent to which the *Plan's* recommendations have been implemented or the extent to which implemented recommendations have been successful.

Shared intake systems. According to the *Unified State Plan*, a shared intake system that uses common information and data and that is available to each participating agency is of fundamental importance to making the state's workforce readiness system integrated, coordinated, and more accessible. While "information systems were built for use by particular agencies, the time of proprietary ownership must give way to a new ethic, where all partners in the employment, training and education system behave as if they were part of a single system."[117] Consequently, the *Plan* recommends developing an intake system for clients in which common information is obtained once from the client and shared among service providers in the workforce readiness system, and, if possible, simplifying and combining intake systems among various service providers.[118] Similarly, to make information more accessible to both service providers and clients, the *Plan* further recommends the following: (1) standardizing information exchange and inter-program referral; (2) coordinating the use of information by agencies; (3) coordinating lease actions of agencies in the workforce readiness system to encourage collocation; and (4) compiling and publishing a definitive directory of employment, training, and education programs and terms for distribution throughout the workforce readiness system.[119]

Connection to the social support community. The *Unified State Plan* explains that the state's workforce readiness system must link with agencies responsible for providing social support services, as these "are simply flip sides of the same coin."[120] These two systems are to be linked to the extent administratively, electronically, and financially possible. The *Plan* recommends establishing an information system and distributing to clients this information of available support services such as day-care services, housing, transportation services, and self-help organizations. The *Plan* also supports developing formal and accessible linkages between the workforce readiness system and human service support systems.

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[116] N.J. STAT. § 34:15C-7(f) and (g) (1994).

[117] NEW JERSEY STATE EMPLOYMENT TRAINING COMMISSION, *A United State Plan*, at 26.

[118] *Id.* at 27.

[119] *Id.* at 27-28.

[120] *Id.* at 29.

Regional workforce coordination initiatives

Workforce investment boards (WIBs) are an important part of New Jersey's workforce training and education system and replace the private industry councils created under the auspices of the federal Job Training and Partnership Act.[121] WIBs are partnerships between the public and private sectors intended to "provide policy guidance and oversight to the entire employment, training and education community" consistent with New Jersey's comprehensive state plan.[122] WIBs draw their members from the local business community (which constitutes a majority of the membership), community-based organizations, organized labor, local governmental agencies that have responsibility for workforce training and education, and social service organizations.[123] WIBs do not operate programs or approve expenditures. However, WIBs do influence both program management and resource allocation by analyzing local needs and opportunities and then coordinating federal, state, and local resources to achieve defined goals under each WIB's plan. It was not possible to determine the extent to which WIBs actually coordinate such resources, or how much attempt the WIBs actually make to do so. Additionally, WIBs develop strategies for implementing the One-Stop Career Center system.[124]

Each WIB "is specifically responsible for the development of *a single workforce investment strategic plan* replacing the current separate plans for each federal, state, and locally funded workforce training and education program."[125] In coordinating workforce resources, WIBs must address a multitude of state and federal workforce training and education programs. The *Guidelines* published by SETC note, however, that the extent to which federal programs can be coordinated with the WIBs' plan may be dependent upon obtaining federal waivers or upon changes in federal law.[126]

WIBs apparently are not intended to consolidate workforce training and education programs. While WIBs analyze and make recommendations on resource allocation and coordination of programs, Executive Order 36 states that affected departments will maintain statutory authority over workforce programs within their jurisdiction. Additionally, counties working with WIBs retain fiscal oversight and accountability.[127] However, the state Departments of Commerce, Energy, and Economic Development; Community Affairs; Education; Human Services; and Labor direct their workforce readiness resources so as to develop a unified system, giving priority to regions where WIBs fulfilled their statutory obligations.[128] This would seem to ensure that WIBs would attempt to ensure coordination in order to receive state assistance.

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[121] STATE EMPLOYMENT AND TRAINING COMMISSION, GUIDELINES FOR ESTABLISHING WORKFORCE INVESTMENT BOARDS 1 (1995).

[122] *Id.*

[123] *Id.* at 4-5.

[124] *Id.* at 2, 7, and 10.

[125] *Id.* at 8 (emphasis in original).

[126] *Id. See* Section IV of this LSC Report for information on recent federal activity in this arena.

[127] *Id.* at 10.

[128] *Id.*

NEW JERSEY'S WORKFORCE READINESS SYSTEM (1990-1991)					
Program Type	**Population Served**	**Principle Agency Responsible for Administering the Programs**	**Number of Providers or Facilities**	**Enrollments or Participants (1990-1991)**	**Completers, Degrees, or Placements (1990-1991)**
Education	Community Colleges	Dept. of Higher Education	19	132,000	9,000
	Private Vocational Schools	Not Available	240	60,000	33,000
	Adult Vocational Education	Dept. of Higher Education	21	34,000	19,000
	Secondary Vocational Education	Dept. of Education	44	42,000	21,000
Employment and Training	Federal Job Corps	N.J. Dept. of Labor & U.S. Dept. of Labor	1	Not Available	578
	Federal Job Training Partnership Act	Dept. of Labor	17	43,000	9,093
	REACH and JOBS	Dept. of Human Services	22 (1/county)	8,791	888
Labor Exchange and Employment Transition	Employment Service	Dept. of Labor	39	335,615	22,607
	General Assistance Employability Program	Dept. of Human Services	57	5,984	2,251
	Plant Closing Response Team	Dept. of Labor	Not Available	341 companies 23,337 workers 2,623 other	Not Available
Work-Based Training	Office of Customized Training	Dept. of Labor	1	2,000	1,820 estimated
Vocational Rehabilitation Programs	Developmental Disabilities	Dept. of Human Services	Not Available	7,788 needing service	Not Available
	Vocational Rehabilitation	Dept. of Labor	Not Available	11,527	2,340
Data in this table is derived from *A Unified State Plan for New Jersey's Workforce Readiness System*, Appendix B20 to B26.					

Contact: For additional information contact the New Jersey State Employment Training Commission at: CN 940, Trenton, New Jersey, 08625; telephone (609) 633-0605.

NEW YORK

Introduction

In 1983, New York established its State Job Training Partnership Council (JTPC) to meet the requirements of the federal Job Training Partnership Act.[129] According to the legislative findings, "[t]here is a critical lack of coordination among the many vocational, occupational, and job training programs in the state,"[130] and, moreover, "it is very difficult to assess whether the state's investments in workforce development programs are yielding adequate or appropriate returns."[131] The JTPC's purpose, then, is to ensure the implementation of job training and development programs in a coordinated manner that eliminates unnecessary duplication and maximizes their individual effectiveness and the effectiveness of the entire state training system.[132] The JTPC also aids in settling interagency disagreements that harm or interfere with the creation of a coordinated approach.[133] New York's Workforce Preparation Evaluation Act (WPEA) further requires each agency administering workforce training and education programs to describe the coordination and linkages between the agency and the program it administers and other program activities administered by it or other agencies.[134]

Between 1994 and 1995, New York's workforce readiness system consisted of 38 programs administered by 12 state agencies with over $1 billion in funding authority, of which $606 million were federal funds, $351 million were state funds, and $57 million were local funds.[135] The largest number of programs are operated by three agencies—the Departments of Labor, Education, and Social Services. The number of programs included in the workforce readiness system has changed over time. The JTPC identified 96 programs in 1987, 61 in 1993, and 109 in 1994. According to the 1995 WPEA Report, the 1994 WPEA Report:

> reflected a change in the classification system by JTPC to 39 programs from 61 in 1993. This change was made to provide a more accurate picture of the workforce preparation system, e.g., counting the JTPA [(Job Training Partnership Act)] as one rather than several discrete component programs. WPEA reporting was consolidated to more accurately describe agency

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[129] N.Y. EXEC. §§ 971 to 973 (Cons. 1995).

[130] *Id.* § 970 (Editor's Notes).

[131] NEW YORK STATE JOB PARTNERSHIP TRAINING COUNCIL, *WORKFORCE PREPARATION AND EVALUATION ACT* Executive Summary (January 1995).

[132] N.Y. EXEC. § 970 (Cons. 1995).

[133] *Id.* § 974.

[134] *Id.* §§ 980 to 982.

[135] NEW YORK STATE JOB TRAINING PARTNERSHIP COUNCIL, *WORKFORCE PREPARATION EVALUATION ACT* Executive Summary (January 1995).

responsibility for program administration.[136]

This "consolidation" does not necessarily mean that the programs *themselves* were consolidated; rather, the "consolidation" apparently is only for *reporting* purposes. Consequently, duplication and lack of coordination and accountability in the actual administration of the state's job training and education programs still probably exists.[137]

Job Training and Special Services Plan

The JTPC administers the Governor's *Job Training and Special Services Plan*, which provides guidelines and criteria for coordinating activities under the Job Training Partnership Act with the related workforce activities of the State Education Department, local school districts, the State Vocational Education Advisory Council, the Department of Social Services, local social service districts, the Department of Labor, the Office of Vocational Rehabilitation, the Department of Commerce, the Division for Youth in the Department of Commerce, community and technical colleges, and other state and local agencies involved in economic development activities.[138] The JTPC's primary goal is to maximize both the individual and overall effectiveness, fostering greater coordination among the agencies and reducing unnecessary duplication and overlap among the programs.[139]

Workforce Preparation Evaluation Act

New York enacted its Workplace Preparation Evaluation Act in response to legislative findings that there was no systematic evaluation or accountability of the operation or the effectiveness of the many state workforce programs.[140] Essentially, the WPEA instructs each state agency that administers workforce preparation programs to supply specific information to the JTPC for inclusion in a unified, comprehensive summary of all workforce preparation programs in the state. The WPEA Report makes several recommendations for improving the efficiency and accountability of the system, including consolidation of programs, which is essential to assisting persons who need employment-related services in a period of diminishing state and federal resources.[141] In particular, the WPEA Report recommends that all agencies responsible for administering workforce preparation programs ensure that their program objectives are clear, measurable, and compatible with other programs.[142]

The WPEA Report also examines barriers to effective service delivery. Although agencies provide information, most have difficulty in providing

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[136] *Id.* at 1 and n. 2. The inconsistencies in the reported number of programs by the study are not explained.

[137] *Id.*

[138] N.Y. EXEC. § 972(1) (Cons. 1995).

[139] *Id.* § 970(2) and (3) and § 971(3).

[140] *Id.* § 981 (Legislative Findings).

[141] NEW YORK STATE JOB TRAINING AND PARTNERSHIP COUNCIL, *WORKFORCE PREPARATION EVALUATION ACT* (January 1995).

[142] *Id.* at 24.

information in a manner that allows for a systematic evaluation of the whole system. Programs may have different fiscal years and program years, which affects the timing of information availability. Moreover, there are inconsistencies in the terms used by individual programs and, where similar terminology is used, there is no standardization in the definition of terms.[143] Finally, program managers do not track or utilize the information requested for their own management purposes; rather, programs "are managed to comply with enabling legislation, funding sources, contractual agreements, agency policy and historical practice."[144] Consequently, the agencies are not set up to measure results of how their programs operate as a component of a single system. Just as the state of Washington observed, the WPEA Report also notes that significant barriers to implementation of a unified system result from federal administrative limitations.[145]

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[143] *Id.* at 2.

[144] *Id.*

[145] *Id.* at 5.

NEW YORK'S WORKFORCE READINESS SYSTEM (1994-1995)				
Population Served	**Principle Agency or Agencies Responsible for Administering the Program**	**Number of Agencies**	**Number of Programs**	**Number Served**
Adults	Department of Labor and State Department of Education	12	20	919,800 individuals 41,700 transactions 230,000 enrollments
Dislocated Workers	Department of Labor Department of Economic Development City University of New York	3	5	35,656
Persons with Disabilities	State Education Department (Vocational Rehabilitation Program) Department of Labor	7	18	48,582, of which 17,958 entered employment
Public Assistance Recipients	State Department of Social Services State Education Department Department of Labor	6	13	555,911, of which 427,658 were reported as "transactions" not individuals
Veterans	Department of Labor	3	7	80,763, of which 18,596 were placed in employment
Youth	State Department of Education Department of Labor School and Business Alliance	9	17	297,098, of which 130,323 were reported as "enrollments" or "activities" not individuals
	TOTAL	**40**	**80**	**1,076,793 participants 483,871 transactions 619,644 enrollments**

The total number of programs and agencies given is greater than the actual number of 38 programs and 12 agencies, and results from overlap in the administration of several programs. Data in this table is derived from *New York State Job Training Council, Workforce Preparation Evaluation Act* 9-23 and 46 (January 1995).

Contact: For more information on New York's workforce training and education programs contact the State Job Training Partnership Council at: Job Training Partnership Council, State Campus, Building 12, Room 238, Albany, NY 12240; telephone (518) 457-1518.

KENTUCKY

Introduction

In 1990, Kentucky consolidated the different agencies responsible for administering the state's workforce training and education programs and placed these agencies under the control of a newly created Cabinet for Workforce Development.[146] Prior to 1990, the responsibility for workforce training and education was shared by nine separate departments, councils, and boards under the control of several different cabinets. These various agencies included the Department for Adult Education and Literacy, the Department for Technical Education, the Department for Vocational Rehabilitation, the Department for the Blind, the State Board for Adult and Technical Education, the Governor's Council on Vocational Education, the State Board for Proprietary Education, the GED Foundation for Adult Education, and the Kentucky Job Training Coordinating Council.[147] According to Ms. Angie Scott of the Cabinet for Workforce Development, the Cabinet oversees eight major job training and education programs, and these eight programs can be separated into approximately 50 subprograms.

During the reorganization, Kentucky also transferred administration of the Kentucky Occupational Information Coordinating Council in the Cabinet of Human Resources and the Division for Client Assistance in the Education and Humanities Cabinet to the Cabinet for Workforce Development,[148] and, in 1994, transferred the administration of the federal Job Training Partnership Act program from the Cabinet for Human Resources to the Cabinet for Workforce Development.[149] The state also created several other committees and councils to deal with workforce needs.

In apparent attempts to consolidate control over various programs, Kentucky law makes various agencies solely responsible for developing and approving state plans for their specific areas. For example, the Department of Technical Education is the education agency solely designated to develop and approve state plans required by state and federal law as prerequisites for receiving federal funds for vocational-technical or technology education.[150] The Departments of Adult Education and Literacy and Vocational Rehabilitation, have complete control over their programs in a similar manner.[151] The Department of Vocational Rehabilitation and the Department for the Blind are designated as the state agencies responsible for all rehabilitation services and all rehabilitation services for the blind and visually impaired, respectively, and are authorized to expend all state and federal funds designated for those services.[152] This seems to consolidate program authority and oversight for these services in one agency, rather than

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[146] KY. REV. STAT. § 151B.020 (Michie 1995).

[147] *Id.*

[148] *Id.* at Compiler's Notes.

[149] *Id.* § 151B.410 (Compiler's Notes).

[150] *Id.* § 151B.025(7).

[151] *Id.* § 151B.023(4) and § 151B.185(3).

[152] *Id.* § 151B.185(5) and § 163.470(3).

disbursing planning and funding authority for related programs over several different agencies.

Kentucky Occupational Information Coordinating Committee

Kentucky created its Occupational Information Coordinating Committee (KOICC), which is composed of members of both the public and private sectors, to coordinate the development, gathering, analysis, dissemination, and application of occupational, labor market, educational training, and career information.[153] This information is used by counselors, students, the unemployed, and "others" to plan and administer occupational, career, employment training, and economical development efforts, and KOICC is required to facilitate the integration of this information into the program planning process,[154] which includes developing a comprehensive statewide policy relating to all job training, skills development, and related education programs funded or administered by the state. The committee also promotes communication, cooperation, and coordination between the producers and users of this workforce information. KOICC currently is working toward providing a single, commonly accepted data and information base for use by all parties in the workforce readiness system.[155]

Kentucky's comprehensive state policy recognizes that the agencies that comprise KOICC reflect a variety of missions and purposes, but that each contributes to the state's overall workforce training and education system.[156] Essentially, the policy requests that agencies rely on and use information obtained and gathered by KOICC in their decision-making processes. The state's comprehensive policy recommends that, "[w]hen developing cooperative or collaborative [job training] programs, providers should use occupational, career, labor market, and educational information for planning offerings."[157] In contrast to the mandate for coordination in the comprehensive state plans of Washington and New Jersey, Kentucky's policy does not require that such collaboration or coordination take place. The policy simply suggests that providers use a wide range of information, such as that developed by KOICC, in making policy decisions. Of course, requiring collaboration is somewhat difficult to enforce.

Foundation for Workforce Development

In 1992, Kentucky established a nonprofit foundation called the Foundation for Workforce Development within the Cabinet for Workforce Development.[158] The purpose of the Foundation is to supplement public funding for technical education programs in order to expand existing skills training programs; funding comes from contributions by the private sector.

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[153] *Id.* § 151B.215.

[154] *Id.* at (2).

[155] *Id.* at (a), (b), and (c).

[156] KENTUCKY OCCUPATIONAL INFORMATION COORDINATING COMMITTEE, *POLICY REGARDING ALL JOB TRAINING, SKILLS DEVELOPMENT, AND RELATED EDUCATIONAL PROGRAMS* (May 11, 1995).

[157] *Id.*

[158] KY. REV. STAT. § 151B.230 (Michie 1995).

Adult Education Learning System

As part of the restructuring of its workforce readiness system, Kentucky transferred administration of the Adult Education Learning System to the Cabinet for Workforce Development. In the Adult Education Learning System, access and referral services are initiated at multiple points, including businesses, educational institutions, labor organizations, employment offices, and government offices. This is similar to the one-stop shopping idea being implemented in New Jersey, Washington, and New York. The Cabinet is required to establish regions for the purpose of implementing adult educational services, supervising local programs, and collecting pertinent data.[159] The possibility exists, however, that the Cabinet could establish separate regions with noncontiguous boundaries for adult education, occupational data gathering, human services, rehabilitation programs, etc., that will make the elimination of duplicate programs and the implementation of "one-stop shopping" harder.

[159] *Id.* at (4)(a).

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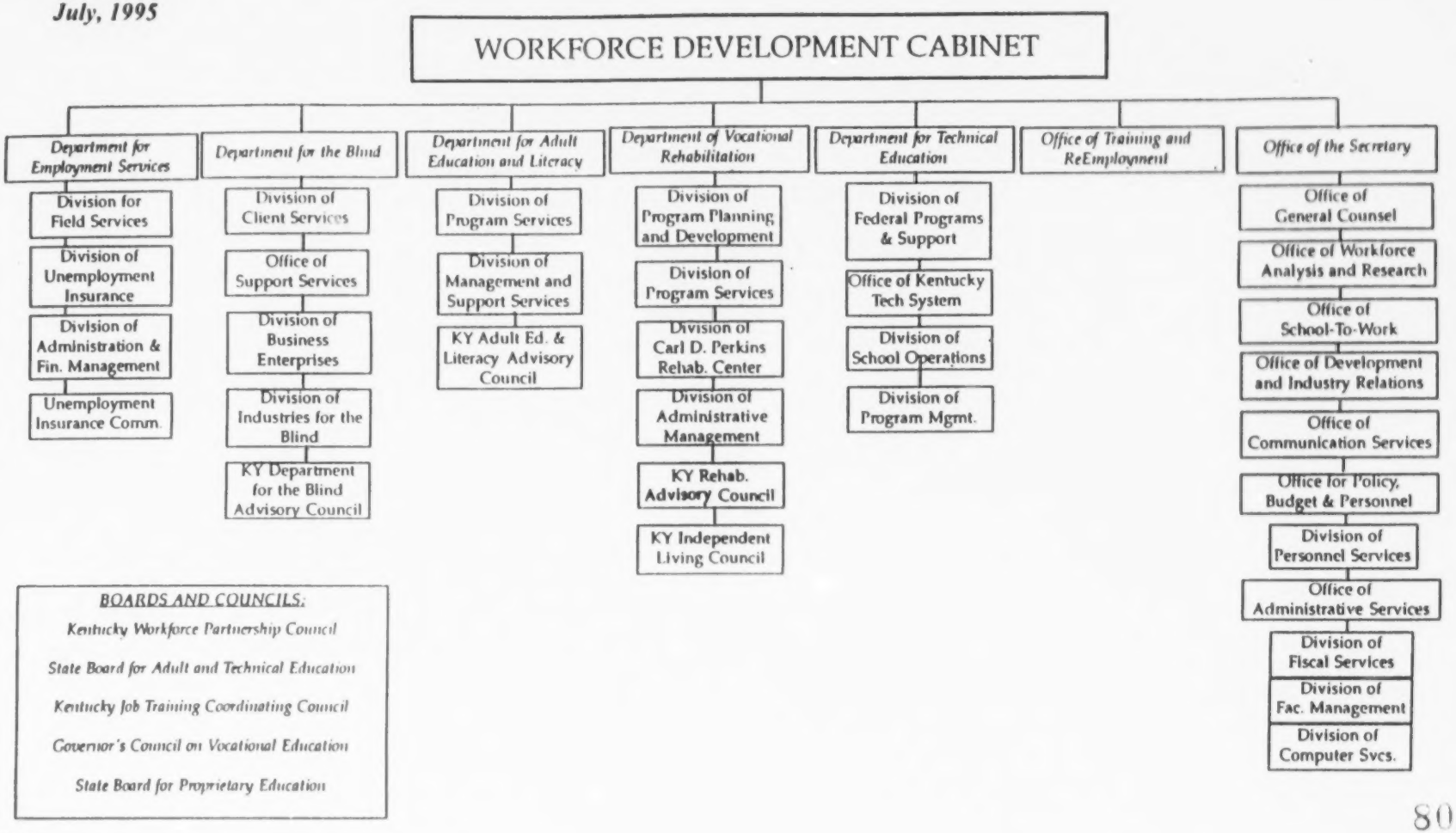
July, 1995


WORKFORCE DEVELOPMENT CABINET
Department for Employment Services
Division for Field Services
Division of Unemployment Insurance
Division of Administration & Fin. Management
Unemployment Insurance Comm.
Department for the Blind
Division of Client Services
Office of Support Services
Division of Business Enterprises
Division of Industries for the Blind
KY Department for the Blind Advisory Council
Department for Adult Education and Literacy
Division of Program Services
Division of Management and Support Services
KY Adult Ed. & Literacy Advisory Council
Department of Vocational Rehabilitation
Division of Program Planning and Development
Division of Program Services
Division of Carl D. Perkins Rehab. Center
Division of Administrative Management
KY Rehab. Advisory Council
KY Independent Living Council
Department for Technical Education
Division of Federal Programs & Support
Office of Kentucky Tech System
Division of School Operations
Division of Program Mgmt.
Office of Training and ReEmployment
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Office of Workforce Analysis and Research
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Division of Fiscal Services
Division of Fac. Management
Division of Computer Svcs.
BOARDS AND COUNCILS:
Kentucky Workforce Partnership Council
State Board for Adult and Technical Education
Kentucky Job Training Coordinating Council
Governor's Council on Vocational Education
State Board for Proprietary Education

Contact: For additional information on Kentucky's workforce readiness system, contact Angela Scott, Policy Analyst, Office for Policy, Budget, and Personnel, Workforce Development Cabinet, Office of the Secretary, Capital Plaza Tower, 2d Floor, 500 Mero Street, Frankfort, KY 40601; telephone (502) 564-6606.

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MICHIGAN

Introduction

In 1994, Governor John Engler created a new state department by Executive Order to administer Michigan's workforce readiness system—the Michigan Jobs Commission (MJC). Concurrently, the Executive Order transferred oversight of 35 economic development and workforce training and education programs from the Departments of Education, Social Services, Commerce, Labor, Corrections, Mental Health, and Employment Security to the MJC. The MJC is chaired by the Governor and now administers programs ranging from rehabilitation services to the federal Job Training Partnership Act (JTPA), School-to-Work, and Work First, the state's welfare-to-work initiative.[160] However, while administration of the federal JOBS Program was transferred to the MJC, Michigan's Department of Social Services retains the authority to approve MJC policies for this Program.[161] Before 1994, the Michigan Jobs Commission had existed as a temporary agency.[162]

The MJC became fully effective in February 1995; hence, many of its policies are still in the planning phase or are in the midst of implementation. According to information provided by the MJC, significant progress has been made toward achieving its three primary objectives—retaining and expanding Michigan businesses, preparing Michigan workers for job opportunities, and continuing to improve Michigan's business climate.[163] Recent legislation requires the MJC to develop performance measures and monitoring techniques for each program, office, or agency that it administers or operates.[164]

Subject to the requirements of federal law, the MJC is designated the "lead agency" responsible for programs funded

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[160] MICHIGAN JOBS COMMISSION, *JUDGE US BY THE COMPANIES WE KEEP* 9 (1995). A wide array of programs was transferred to the MJC as a result of the Executive Order: the Michigan Community Development Block Grant Program, the Michigan Strategic Fund Board, the Michigan Strategic Fund, the Michigan Travel Commission, the Michigan Travel Bureau, the Office of Michigan Business Ombudsman, the Minority, Women and Small Business Service Units, the Capital Resources Group, the Office of the Small Business Clean Air Ombudsman, the Office of Business and Education Coordination, the Office of Film and Television Services, the Michigan International Trade Authority, Michigan Transition Initiative, and Vocational Rehabilitation Services. MICH. STAT. ANN. § 17.8(8) (1994); MICH. STAT. ANN. § 15.859(15) (1994).

[161] MICH. STAT. ANN. § 17.8(8) at VI(v.=005)(1) (1994).

[162] *Id.* § 17.8(8).

[163] *See* MICHIGAN JOBS TEAM, 1996 JOBS AGENDA—MICHIGAN: DRIVING AMERICA'S RENAISSANCE (January 1996); MICHIGAN JOBS TEAM, 1995 JOBS AGENDA FINAL REPORT (January 1996); MICHIGAN JOBS COMMISSION, *JUDGE US BY THE COMPANIES WE KEEP* (1995); MICHIGAN JOBS COMMISSION, SATISFIED CUSTOMERS (1995); MICHIGAN JOBS COMMISSION, MICHIGAN: DRIVING AMERICA'S RENAISSANCE (1995).

[164] 1995 Mi. ALS 155, 1995 Mi. P.A. 155, 1995 H.B. 4419 (July 9, 1995).

under the JTPA to more fully integrate all job training programs in the state. All grants distributed under the JTPA are subject to the approval of the MJC.[165] Moreover, the MJC, along with the Departments of Commerce and Labor, may receive and expend federal funds for purposes allowed by the federal government in the event these funds are provided as block grants or other similar replacements for or consolidations of prior federal funding sources.[166]

The Executive Order also established the Governor's Workforce Commission (GWC) and the Michigan Jobs Commission Board (MJCB) to advise the Governor and the Director of the MJC on matters regarding economic and workforce development policy.

Michigan Jobs Commission

According to information supplied by the Michigan Jobs Commission, the MJC is the largest job retention agency in the nation.[167] The MJC describes itself as a multi-service agency and a one-stop solution source for all business needs. It offers a wide array of services to Michigan businesses and workers (business development, business financing, workforce development, business competitiveness advice, and regulatory assistance) through one of twenty account management teams that provide on-site, integrated service delivery to the business community.[168]

Workforce development

The MJC coordinates the state's job training programs and links these programs with economic development. The MJC reorganized the Work First Program, which supports welfare-to-work transition, to operate through the local job training service delivery areas. According to the MJC, this represents "the first full integration of two major job training delivery systems."[169] The MJC also awarded grants to support local economic and workforce development system integration modeled after the "Michigan Jobs Team concept."[170]

One-stop career centers

By January 1996, the MJC had partially implemented its "No Wrong Door" workforce development service delivery system. Similar to the one-stop career centers in Washington and New Jersey, the ultimate goal of Michigan's one-stop service network is to provide consolidated employment and training service information that are easy for people to access.[171] To implement this network, Michigan established a statewide client referral system and state standards for local workforce

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[165] *Id.*

[166] 1995 Mi. ALS 157 (sec. 216(1)), 1995 Mi. P.A. 157, 1995 Mi. S.B. 297 (July 14, 1995).

[167] MICHIGAN JOBS COMMISSION, *JUDGE US BY THE COMPANIES WE KEEP* 4 (1995).

[168] *Id.* at 6, 7, and 13.

[169] *Id.* at 10.

[170] *Id.*

[171] MICHIGAN JOBS TEAM, 1996 JOBS AGENDA—MICHIGAN: DRIVING AMERICA'S RENAISSANCE (January 1996).

program delivery to be implemented by July 1997.[172]

Competitive grants

The MJC is authorized to award competitive grants that provide economic development job training, social services/vocational job training, job placement, or job retention services.[173] Educational institutions, proprietary schools, service delivery areas organized under the federal Job Training Partnership Act, and nonprofit organizations that provide school-to-work transition programs, employment and training services, vocational rehabilitation services, or a consortium of any of these entities may compete for these grants under statutorily prescribed criteria. Proposals are judged on a variety of factors, and proposals that meet specified criteria receive priority. Such criteria includes evidence of collaboration with appropriate community and business organizations, the extent to which the proposal maximizes other federal, local, private, or in-kind financial contributions, and inclusion of an evaluation plan that provides assessment of the impact of the training program on job placement and job retention rates and on strengthening the state's economic base.[174]

Interagency cooperation

The MJC is required to cooperate with the state Department of Education in creating school-to-work apprenticeship programs that link employers, organized labor, educators, and community organizations for the purposes of providing necessary knowledge, skills, and labor market information to students.[175] With the assistance of a $49 million federal grant, the state currently has established 44 school-to-work partnerships and opened five Michigan Trade Academies, with plans to develop a network of ten more by 1998.[176] A report on school-to-work apprenticeship programs supported by the state was required by April 30, 1996.

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[172] MICHIGAN JOBS TEAM, 1995 JOBS AGENDA FINAL REPORT (January 1996).

[173] 1995 Mi. ALS 157 (sec. 506), 1995 Mi. P.A. 157, 1995 Mi. S.B. 297 (July 14, 1995).

[174] MICHIGAN JOBS COMMISSION, *GRANT APPLICATION FOR ECONOMIC DEVELOPMENT JOB TRAINING PROGRAM* 5-6 (August 31, 1995).

[175] 1995 Mi. ALS 155 (sec. 505), 1995 Mi. P.A. 155, 1995 H.B. 4419 (July 9, 1995).

[176] MICHIGAN JOBS COMMISSION, *JUDGE US BY THE COMPANIES WE KEEP* 10 (1995); MICHIGAN JOBS TEAM, 1995 JOBS AGENDA FINAL REPORT (January 1996); MICHIGAN JOBS TEAM, 1996 JOBS: DRIVING AMERICA'S RENAISSANCE (January 1996).

MICHIGAN JOBS TEAM

Chart derived from Michigan Jobs Commission, *Judge Us By the Companies We Keep* 4 (1995).

* Michigan First, Inc., is the state's marketing corporation, whose mission is to communicate a positive image of the state to U.S. and foreign companies. Michigan Jobs Commission, *Judge Us By the Companies We Keep* 4 (1995).

Contact: For additional information about Michigan's workforce readiness system, contact the Department of Michigan Jobs Commission at: Department of Michigan Jobs Commission, 201 North Washington Street, Victor Office Center, 3d Floor, Lansing, MI 48913; telephone (517) 373-6508.

ILLINOIS

In August 1995, the Illinois General Assembly enacted the Human Resource Investment Council Act, which establishes a Human Resource Investment Council (HRIC) as the state's advisory board on workforce preparation and as the state's human resource investment council required under the federal Job Training Partnership Act.[177] The HRIC consists of representatives from business, industry, agriculture, organized labor, community-based organizations, educational institutions, local welfare agencies, local government, public housing agencies, and the state legislature, as well as the Directors of the Departments of Commerce and Community Affairs, Employment Security, Public Aid, and Education.[178] The members of the HRIC were appointed in April 1996, and, as yet, HRIC has not been attached to a state department for administrative purposes. Consequently, it may be some time before it is in a position to supply information on the number of existing job training and education programs and the number of agencies administering those programs. However, at least five state agencies currently administer at least seven federal job training and education programs.[179]

Unlike New Jersey's State Employment Training Commission or Kentucky's Cabinet for Workforce Development, the HRIC is not an independent state agency. Rather, it serves as an advisory council to the Governor and its plans and decisions are subject to the Governor's approval.[180] Moreover, the HRIC is neither permitted nor allowed to supersede any statutory authority granted to the State Board of Education, the Board of Higher Education, the Illinois Community College Board, local education agencies, or any agencies created under the Illinois Civil Administrative Code.[181] However, the HRIC is "charged with the task of deliberating the desirability of establishing itself as a body independent of any other State agency or organization."[182] One of the factors the HRIC is to consider in this deliberation is the consolidation of other councils into the HRIC.[183]

The HRIC was created to ensure that Illinois' workforce preparation services and programs are coordinated and integrated, and, additionally, that cooperation exists between the public and private sectors. To achieve this, the HRIC is required to adopt a

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[177] 20 ILL. COMP. STAT. ANN. § 3975/2.5 (1996).

[178] *Id.* § 3975/3.

[179] The Director of Commerce and Community Affairs administers the Job Training Partnership Act and the National Community Service Act, the Director of Public Aid administers the employment programs under the Social Security Act and the Food Stamp Act of 1977, the Director of Employment Security administers the Wagner-Peyser Act, and the State Superintendent of Education administers the Carl Perkins Vocational and Applied Technology Education Act and the Adult Education Act. *Id.*

[180] 20 ILL. COMP. STAT. ANN. § 3975/5 (1996).

[181] *Id.* § 3975/4.5(g) (1996).

[182] *Id.* § 3975/4.5(i).

[183] *Id.*

comprehensive set of workforce preparation and development goals, priorities, and implementation strategies for the development and coordination of the state's workforce readiness system. The HRIC also is required to advise the Governor on the development, implementation, and coordination of state and local standards that relate to applicable federal programs, including subsequent block grants. However, the HRIC's jurisdiction includes only those federal programs that the Governor and agency responsible for administering the particular federal program agree to include within the HRIC's jurisdiction.[184]

The HRIC is required to advocate the establishment of standard terms to promote understanding, planning, coordination, and evaluation of the workforce readiness system.[185] In order to assure objective management and oversight, however, the HRIC may not operate programs or provide services directly; the HRIC is permitted only to plan, coordinate, and monitor the provisions of those programs and services.[186]

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[184] *Id.* § 3975/4.5.

[185] *Id.*

[186] *Id.* § 3975/6.

APPENDIX*

STATUTORY JOB TRAINING AND WORKFORCE DEVELOPMENT PROGRAMS IN OHIO

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* The following chart summarizes job and employment skills training programs, workforce, and job development programs including support services, that have a basis in Ohio statutes: (1) for persons seeking employment; (2) that deal with business research and incentive programs as a means to create job opportunities; and (3) that offer specialized staff training and development.

STATUTORY JOB TRAINING AND WORKFORCE DEVELOPMENT PROGRAMS IN OHIO*

Administering Agency or Governing Entity	Workforce Development or Job Training Program	Revised Code Citation
1. Statutory Job Training Programs of a General Nature		
Ohio Peace Officer Training Council	Requires the Peace Officer Training Council to establish and conduct a training school for law enforcement officers of any political subdivision of the state or the public defender's office, and also permits the school to train and issue certificates of completion to peace officers of campus police departments, qualified nonprofit police departments, railroad companies, and certain hospital police officers.	R.C. §109.79
State Board of Education	Provides for the acceptance of federal law that promote vocational education, provides for cooperation with states in the promotion of such education, appropriates funds for vocational education, and authorizes the State Board of Education exclusively to administer vocational programs receiving federal funding and to promote vocational education as an integral part of public education.	R.C. §§3303.02 to 3303.04
Bureau of Employment Services	Requires the Bureau of Employment Services to provide training services under the Social Security work-experience program to certain persons for supervisory positions in work-relief projects as needed.	R.C. §4141.043

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* This information summarizes only job training and workforce development provisions found in the Ohio Revised Code. Other job training programs arising from federal initiatives and other state job training initiatives may be found in Executive Orders of the Governor that establish, mandate, or authorize job training and workforce development programs.

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Administering Agency or Governing Entity	Workforce Development or Job Training Program	Revised Code Citation
State Board of Emergency Medical Services	Requires the Director of the State Board of Emergency Medical Services to assist in the establishment of a program for the training of all paid and volunteer fire fighters and inspectors, by any state, local government, school district, or educational service center.	R.C. §4765.55
2. Job, Workforce, and Related Research Development		
Department of Development, Small Business Entrepreneurship Council	Requires the Small Business and Entrepreneurship Council to study conditions and needs of small businesses and entrepreneurships and promote training opportunities, conduct research, disseminate information, and promote public awareness of economics and the free enterprise system, thereby promoting business development and training opportunities.	R.C. §122.121
Department of Development, Development Financing Advisory Board	Authorizes the Development Financing Advisory Board to promote the welfare of people of Ohio by creating and preserving employment in the state and assisting in industrial, commercial, and research development, and requires the Board to make recommendations concerning applications for assistance under various programs within the Department of Development.	R.C. §122.41
Department of Development, Minority Business Development	Authorizes the Minority Development Financing Advisory Board to encourage the establishment and expansion of minority business enterprises or otherwise to create and preserve employment opportunities, and the Department of Development to provide financing to certain qualifying minority business enterprises and development corporations, and to guarantee loans made to small businesses.	R.C. §§122.71 to 122.89

Administering Agency or Governing Entity	Workforce Development or Job Training Program	Revised Code Citation
Municipal Corporations	Authorizes municipal corporations and townships to enter and carry out agreements to create joint economic development districts to facilitate economic development and create and preserve jobs. The contract must specify the powers and duties of the board of directors of a district and may authorize the board to levy an income tax under specified conditions.	R.C. §§715.70, 715.71, and 715.72 to 715.81
Counties, Townships, and Municipal Corporations	Authorizes counties, townships, and municipal corporations to designate a community improvement corporation as an agency for a political subdivision that is responsible for industrial, commercial, distribution, and research development. Authorizes community improvement corporations to incur debt, loan money, and insure mortgages for industrial or commercial first mortgages to assist in commercial development and requires them to encourage the growth and establishment of industrial and commercial facilities, thereby facilitating job creation and business development.	R.C. §1724.10
Rehabilitation Services Commission, Governor's Council on People With Disabilities	Requires the Governor to appoint members to the Council, including a majority of persons with disabilities, and provides authority for the Council to cooperate with the President's Committee on Employment of the Handicapped and with public and private employers to locate and develop employment opportunities for people with disabilities.	R.C. §3303.41
Department of Human Services, County Departments of Human Services	As a component of the JOBS program, county departments of human services must develop work projects to which employable recipients of aid to dependent children or food stamps are assigned and to make a list of those projects available to the public. Participants may be placed in a public agency position, or in a position at a private nonprofit, or for-profit organization.	R.C. §5101.83

Administering Agency or Governing Entity	Workforce Development or Job Training Program	Revised Code Citation
County Departments of Human Services	Requires the Department of Human Services to adopt rules establishing requirements for job development, employment education, and training components of the JOBS program. Authorizes county departments of human services to provide to employable recipients of aid to dependent children or food stamps employment education and job training components under the JOBS program.	R.C. §5101.85
3. Various Employment Assistance Programs and Support Services for Persons Seeking Employment		
Department of Development, Office of Community Services	Provides for the designation as community action agencies, certain nonprofit organizations that provide a range of services that have a measurable impact on poverty and may include assistance to persons in obtaining employment training, employment, work experience, and child care.	R.C. §122.69
Department of Aging	Authorizes the provision of assistance services to persons age 60 years and older at multi-purpose senior centers, including programs to locate full or part-time employment opportunities for those persons and authorizes the provision of services by public agencies or private persons through those centers.	R.C. §173.12
Rehabilitation Services Commission	Requires the Rehabilitation Services Commission to provide vocational rehabilitation services to all eligible handicapped persons.	R.C. §§3304.11 to 3304.24
Rehabilitation Services Commission, Bureau of Services for the Visually Impaired	Requires the Bureau of Services for the Visually Impaired to make public information concerning employment for blind persons in suitable vending facilities and license blind persons to operate vending facilities. Requires the Director of the Bureau to determine if governmental property is a suitable site for vending facilities, assist in the establishment of vending facilities where appropriate,	R.C. §§3304.29 to 3304.34

Administering Agency or Governing Entity	Workforce Development or Job Training Program	Revised Code Citation
Rehabilitation Services Commission, Bureau of Services for the Visually Impaired (cont.)	and to provide equipment and supplies to licensed blind persons for the operation of those facilities. Such vending facilities are required to give preference in hiring to blind persons.	
Rehabilitation Services Commission	Requires the Rehabilitation Services Commission to administer a program to provide personal care assistance to severely disabled persons to enable them to work and live independently, thereby promoting active participation in the workforce.	R.C. §3304.41
State Board of Education	Requires city, local, and exempted village school districts to provide vocational education as specified that meets standards adopted by the State Board of Education and that is sufficient to prepare pupils for an occupation. Requires that vocational instruction be available to non-public school students at the same cost as public school students. Also provides for interest-free loans to school districts to assist in the financing of new vocational facilities.	R.C. §3313.90
Community College District for Cuyahoga County	Establishes a multi-purpose service center for displaced homemakers to provide education, training, and employment-related services directly or by contracting with public or private non-profit agencies to provide employment and job training services.	R.C. §§3354.20 and 3354.21
Bureau of Employment Services, Apprenticeship Council	Establishes the Apprenticeship Council within the Bureau of Employment Services and authorizes the Council to establish minimum standards for apprenticeship programs and authorizes the Council's executive secretary to promote voluntary participation by employers in the apprenticeship program and register qualifying apprenticeship programs. Participation by towns, political subdivisions, and employers is voluntary.	R.C. §§4111.25 to 4111.30

Administering Agency or Governing Entity	Workforce Development or Job Training Program	Revised Code Citation
Bureau of Employment Services, Ohio State Employment Service Division	Requires the establishment of employment services through free public employment offices and implementation of state employment services provisions and federal law providing for the establishment of a national employment system. Prohibits the charging of a fee of someone seeking employment through a free public employment office.	R.C. §§4141.04 to 4141.046
Bureau of Employment Services, Women's Division	Requires the Women's Division of the Bureau of Employment Services to promote programs to enhance employment competencies and opportunities for women, giving attention to child care, equality of entrance requirements, and eligibility for promotion, among other issues.	R.C. §4141.042
Bureau of Employment Services	Authorizes the Bureau of Employment Services to promote regular employment and the prevention of unemployment, to assist in the adoption of practical methods of vocational training, and to promote the reemployment of unemployed workers in any feasible manner.	R.C. §4141.13
Department of Human Services	The Job Opportunities and Basic Skills training program (the JOBS program) requires recipients of aid to dependent children or food stamps, who are employable, to participate in some component of the JOBS program for at least 20 but not more than 40 hours weekly. The program requires qualifying recipients to participate in employment or some other component of the JOBS program in accordance with rules adopted by the Department of Human Services.	R.C. §5101.81

Administering Agency or Governing Entity	Workforce Development or Job Training Program	Revised Code Citation
Department of Human Services	Creates the subsidized employment program as a component of the JOBS program under which public and private employers receive payments for a portion of the salaries and benefits paid to specified employees who are recipients of aid to dependent children at the time of employment.	R.C. §5101.82
Department of Human Services, County Departments of Human Services	Under Job Club, a component of the JOBS program, county departments of human services are required to provide employment skills training and approaches needed to obtain employment for employable recipients of aid or food stamps.	R.C. §5101.84
Department of Human Services, the State Board of Education	Provides an education program that requires certain recipients of aid to dependent children or food stamps who do not have a high school or equivalent diploma to attend a school or educational program which allows the person to earn a high school or adult education diploma and in that manner provides a means of preparing such persons for employment.	R.C. §5101.86
Department of Human Services and County Departments of Human Services	The LEARN program, a component of the JOBS program, authorizes county departments of human services to assign an employable recipient of aid to dependent children or food stamps to work as an unpaid intern with a public or private employer for a period of up to six months or until the employer hires the recipient. The recipient may be required to participate in other components of the JOBS program, simultaneously.	R.C. §5101.87
Department of Human Services, County Department of Human Services	Permits county departments of human services to contract with private entities for recipients of aid to dependent children or food stamps to participate as volunteer workers for up to 60 days within a 12-month period in lieu of other participation in the JOBS program for the period of service.	R.C. §5101.90

Administering Agency or Governing Entity	Workforce Development or Job Training Program	Revised Code Citation
Department of Human Services	Requires the Department of Human Services to give first consideration to state employees who have been laid off from positions with the state and employable recipients of aid to dependent children in hiring persons to administer the JOBS program.	R.C. §5101.91
Department of Human Services	Requires the Department of Human Services to provide support services, including child care and transportation, for employable recipients of aid to dependent children participating in the JOBS program.	R.C. §5101.92
Department of Rehabilitation and Correction	Requires the Department of Rehabilitation and Correction to establish a pilot program for eligible prisoners which would require participation in a military-style discipline program and employment skills training for a specified period of time.	R.C. §5120.031
Department of Mental Retardation and Developmental Disabilities	Specifies that Ohio law pertaining to persons with developmental disabilities or mental retardation is intended to promote the economic security, standard of living, and employment of mentally retarded or developmentally disabled persons, and to maximize the assimilation of mentally retarded or developmentally disabled persons into ordinary life in their communities.	R.C. §5123.67
County Boards of Mental Retardation and Developmental Disabilities	Authorizes county boards to provide various services to mentally retarded and developmentally disabled persons including arranging job training, vocational evaluation, and community employment services for those persons, and authorizes county boards to obtain federal funding to support job training programs.	R.C. §§5126.05 and 5126.051

Administering Agency or Governing Entity	Workforce Development or Job Training Program	Revised Code Citation
County Departments of Human Services	Requires county departments of human services to pay for child day-care services of certain persons under some circumstances and authorizes those departments to use public child day-care funds to extend the hours of operation to accommodate needs of parents, and to pay for child care for a child whose caretaker is seeking employment or preparing to undertake education or job training for a period up to 30 days.	R.C. §5104.35
Department of Rehabilitation and Correction	Requires the Department of Rehabilitation and Correction to establish a program to provide for the employment of as many prisoners as possible, with specified exceptions, including those participating in educational or vocational training. The Department must follow specified requirements in implementing the program, including providing job training that will be useful to prisoners in obtaining employment upon release, and may provide for the employment of prisoners in the public and private sector.	R.C. §5145.16
County Jail Industry Board	Requires Jail Industry Boards to establish a program for the employment of as many prisoners as possible with specified exceptions, similar to the program to be established by the Ohio Department of Rehabilitation and Correction described above.	R.C. §5147.30
Governor's Office of Veterans' Affairs	Requires the Director of Veterans' Affairs to develop programs to enhance employment and training opportunities for veterans in county areas, and to enable state agencies to provide employment services to veterans.	R.C. §5902.02
Various State Agencies	Requires state agencies to give priority as specified to veterans and disabled veterans in employment and training programs that are supported in part by federal funds.	R.C. §5903.11

Administering Agency or Governing Entity	Workforce Development or Job Training Program	Revised Code Citation
4. Tax Incentives and Other Development Assistance to Businesses and Persons Seeking Business Opportunities		
Department of Development, Office of Small Business	Establishes the Office of Small Business to serve as a liaison between the small business community and state government, to review all laws and rules affecting small businesses and make recommendations concerning those rules, and to assist the development of small business and the workforce that will participate in such businesses by disseminating information to those businesses, receiving complaints from small businesses, and making appropriate referrals to state agencies.	R.C. §122.08
Department of Development, Defense Conversion Assistance Program	Requires the Director of Development to provide educational, technical, and financial assistance to defense-related businesses that are establishing non-defense-related ventures, to local communities experiencing job loss due to cutbacks at military bases, and to provide employment assistance and training to workers who have lost jobs in a defense-related industry or at a military base.	R.C. §122.12
Department of Development, Employee Ownership Assistance Program	Requires the Director of Development to assist any group or individual seeking to establish an employee-owned corporation, or persons affected by a corporation closure or relocation as to the feasibility of establishing an employee-owned corporation.	R.C. §§122.131 to 122.134
Department of Development, Tax Credit Authority	Authorizes the Tax Credit Authority to grant a refundable tax credit from the corporation franchise tax or income tax to certain taxpayers in return for a taxpayer's agreement with the Authority to establish a project that will create new jobs, is economically sound, and will benefit the people of Ohio.	R.C. §122.17

Administering Agency or Governing Entity	Workforce Development or Job Training Program	Revised Code Citation
Department of Development, Tax Credit Authority	Authorizes the Tax Credit Authority to grant a tax credit against the corporation franchise tax or income tax to certain landlords who propose a project that will create new jobs in the state, is economically sound, and will benefit the people of Ohio by increasing opportunities for employment.	R.C. §122.18
Department of Development, Steel Futures Program	Creates the steel futures program, designed to improve the industrial base of Ohio, improve employment opportunities and technological development by providing financial, technological, and informational assistance to steel-related industries.	R.C. §122.37
Department of Development	Authorizes the Director of the Department of Development to loan money to community improvement corporations, Ohio development corporations, corporations, partnerships, or persons to assist in the procurement of property or the establishment or expansion of industrial commercial, or research facilities under specified conditions. Also authorizes the Director to make loans to counties, municipal corporations, and townships to create or expand industrial distribution, commercial, or research facilities in Ohio and thus promote business development and employment opportunities.	R.C. §§122.42 to 122.60
Department of Development, Division of Economic Development	Establishes the Division of Economic Development to administer economic financing programs under sections 122.17, 122.18, and 122.39 to 122.62 of the Revised Code that promote business development and its corresponding workforce and to coordinate the activities of the Development Financing Advisory Board.	R.C. §122.64
Department of Development, Minority Business Development Division	Creates the Minority Business Development Division within the Department of Development to provide assistance to minority businesses in a variety of ways, including technical assistance, working with other state agencies to assist in the establishment and	R.C. §122.92

Administering Agency or Governing Entity	Workforce Development or Job Training Program	Revised Code Citation
Department of Development, Minority Business Development Division (cont.)	development of minority businesses, promoting growth of minority businesses, establishing a center for collection and dissemination of information, coordinating state training, and assisting in contract procurement and technical assistance activities that support minority businesses.	
Director of Development and Various State Agencies	Authorizes the Director of Development to enter agreements with persons engaged in industry commerce, distribution, or research to encourage such persons to acquire, construct, rehabilitate, renovate, enlarge, or otherwise develop eligible projects. The Director, with the approval of the Controlling Board, may make loans from the facilities establishment fund which is created under R.C. Chapter 166. to cover allowable costs of an eligible project if the Director determines specified criteria are met. The Director must consider various factors in determining which projects will receive assistance under Chapter 166., including the number of jobs that will be created or preserved, the size, nature, and cost of the project, and long-term job prospects stemming from the project.	R.C. Chapter 166.
Interagency Recycling Market Development Workgroup, Recycling and Litter Prevention Advisory Council	Requires the Interagency Recycling Market Development Workgroup to formulate a plan indicating the need for state assistance with respect to a development plan, in creating enterprise zones and other tax incentives, and job training assistance.	R.C. §1502.11
Counties, Townships, and Municipal Corporations	Authorizes counties, townships, and municipal corporations to designate a community improvement corporation as an agency for a political subdivision that is responsible for industrial, commercial, distribution, and research development. Authorizes community improvement corporations to incur debt, loan money, and insure mortgages for industrial or commercial first mortgages to assist in	R.C. §1724.10

Administering Agency or Governing Entity	Workforce Development or Job Training Program	Revised Code Citation
Counties, Townships, and Municipal Corporations (cont.)	commercial development and requires them to encourage the growth and establishment of industrial and commercial facilities.	
Bureau of Employment Services	Requires the Bureau of Employment Services to apply for grants available under 1990 Amendments to the Clean Air Act, in administering the Job Training and Partnership Act (JTPA), and requires the Administrator to assist any entity under contract to provide services under the JTPA in obtaining grants to which the entity is entitled under the Clean Air Act.	R.C. §4141.057
Department of Development	Provides tax incentives in the form of specified exemptions to business enterprises in return for the enterprise's agreement to establish, expand, or renovate a facility or business in an enterprise zone. In order to benefit from additional tax incentives, among other requirements, an enterprise must hire 25% of its new employees for certain positions from among the following persons: unemployed persons, handicapped persons, JTPA eligible employees, and recipients of aid to dependent children, disability assistance, or unemployment compensation. Also encourages political subdivisions to adopt tax incentives that promote or create employment opportunities.	R.C. §§5709.61 to 5709.68
Department of Taxation	Provides a tax credit against income tax to a displaced worker who pays for job training to enhance his ability to obtain employment.	R.C. §5747.27
5. Staff Training and Development, Specialized Job Training Provisions		
Boards of County Commissioners	Authorizes the Board of County Commissioners to authorize county departments, agencies, and offices to establish staff development programs, continuing education, and prepare employees for promotional advancement.	R.C. §325.191

Administering Agency or Governing Entity	Workforce Development or Job Training Program	Revised Code Citation
Counties, Boards of Trustees of Tuberculosis Hospitals	Authorizes the Board of Trustees of a county tuberculosis hospital to provide scholarships and tuition reimbursements for education in the health care professions, and other staff development programs and to assist in the recruitment and retention of qualified employees.	R.C. §339.30
Department of Rehabilitation and Correction	Promotes job training by permitting a prisoner in a state correctional facility to earn two days of credit as a deduction from the person's prison term for each full month the person participates in educational programs or vocational training employment in prison industries or alcohol and drug use rehabilitation.	R.C. §2967.193
State Board of Education	Requires boards of education of city and exempted village school districts to develop training programs for specified employees of elementary schools pertaining to the prevention of child abuse. Requires specified employees to complete the training program.	R.C. §3319.073
Secretary of State	Requires the Secretary of State to develop training programs to educate members and employees of boards of elections about election laws, rules, and procedures.	R.C. §3501.27
Department of Health	Authorizes the Director of Health to develop and conduct competency evaluation and training programs for persons employed by long-term care facilities as nurses' aides.	R.C. §3721.31
Department of Health	Requires the Director of Health to establish and monitor training centers to train nursing home employees by contracting with local public and nonprofit private agencies or institutions for the operation of such centers.	R.C. §3721.41
Department of Health	Authorizes the Director of Health to conduct training programs for radon testers and mitigation specialists, in addition to administering the radon licensing program.	R.C. §3723.08

Administering Agency or Governing Entity	Workforce Development or Job Training Program	Revised Code Citation
Department of Commerce, Fire Marshal	Requires the Fire Marshal to certify underground storage tank system installers who meet specified criteria and authorizes the Fire Marshal to conduct training programs for underground storage tank system installers as he finds appropriate.	R.C. §3737.881
Department of Alcohol and Drug Addiction Services	Requires the Department of Alcohol and Drug Addiction Services to develop a program for the purpose of training employees of state correctional institutions, employees of departments of youth services, and other persons associated with correctional institutions and departments of youth services who will assist in providing substance abuse treatment or rehabilitation to adult prisoners or juvenile offenders. Requires the Director of Rehabilitation and Correction and the Director of Youth Services to require those employees to complete the training program.	R.C. §3793.16
Bureau of Workers' Compensation	Requires the Administrator of Workers' Compensation to implement a comprehensive in-service training program for personnel that provides training with regard to the workers' compensation system, including its general policies, organization, and regulations.	R.C. §4121.42
State Medical Board	Requires the State Medical Board to provide initial and continuing training for investigators employed by the Board to carry out Ohio law governing physicians and limited practitioners.	R.C. §4731.05
Department of Human Services	Requires the Director of Human Services to develop a training program to assist caseworkers in county departments of human services and children services boards in understanding the implications of domestic violence and its relationship to child abuse, and requires those boards to require specified employees to complete such training.	R.C. §5101.71

Administering Agency or Governing Entity	Workforce Development or Job Training Program	Revised Code Citation
Department of Mental Retardation and Developmental Disabilities	Permits the Director of Mental Retardation and Developmental Disabilities to establish rules regarding training and continuing education requirements for persons seeking certification or registration that is required for certain employees of county boards of mental retardation and developmental disabilities and requires that certification funds be directed to that program and to continuing training for county board employees.	R.C. §5126.25
County Boards of Mental Retardation and Developmental Disabilities	Authorizes county boards of mental retardation and developmental disabilities to provide various services to mentally retarded and developmentally disabled persons, including arranging job training, vocational evaluation, and community employment services for those persons, and authorizes county boards to obtain federal funding to support job training programs.	R.C. §§5126.05 and 5126.051
Director of Mental Retardation and Developmental Disabilities	Authorizes the Director of Mental Retardation and Developmental Disabilities to grant temporary funding, stemming from a community mental retardation trust fund, to county boards of mental retardation and developmental disabilities for the training of county board employees, employees of providers of residential services and other staff with regard to serving mentally retarded and developmentally disabled persons.	R.C. §5126.19